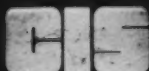


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NATIONAL DRUG POLICY BOARD STRATEGY PLANS

HEARING BEFORE THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL HOUSE OF REPRESENTATIVES ONE HUNDREDTH CONGRESS

SECOND SESSION

APRIL 14, 1988

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(100th Congress)

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(II)

CONTENTS

	Page
Opening statement of Chairman Charles B. Rangel	1
Opening statement of Congressman Stan Parris	4
Testimony of Francis A. Keating, II, Acting Chairman of the Enforcement Coordinating Group of the National Drug Policy Board	5
Opening statement of Congressman Benjamin A. Gilman	10
Testimony of Don. M. Newman, Undersecretary, Department of Health and Human Services	12
Statement of Congressman Robert K. Dornan	26
Prepared statements:	
Chairman Charles B. Rangel	38
Francis A. Keating, II	44
Congressman Benjamin Gilman	55
Don Newman	58
Congresswoman Cardiss Collins	74
Submissions for the Record:	
Congressman Walter E. Fauntroy	81

NATIONAL DRUG POLICY BOARD STRATEGY PLANS

THURSDAY, APRIL 14, 1988

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Washington, DC.

The select committee met, pursuant to call, at 10:00 a.m., in Room B352, Rayburn House Office Building, Honorable Charles B. Rangel, Chairman, presiding.

Members present: Representatives Charles B. Rangel; Benjamin A. Gilman; Cardiss Collins; Mel Levine; Michael G. Oxley; Stan Parris; F. James Sensenbrenner, Jr.; Robert K. Dornan; and Tom Lewis.

Staff present: Edward H. Jurith, staff director; Elliott A. Brown, minority staff director; George A. Gilbert, staff counsel; Barbara A. Stolz, professional staff; Michael J. Kelley, staff counsel; Richard Baum, minority professional staff; Bob Pope, investigator; John S.V. Brown, Metropolitan Police detail; Ron Dawson, corporate board intern; Khalil Munir, Customs detail; Bob Weiner, press officer; and Tina Stavros, staff assistant.

Mr. RANGEL. We officially open up these hearings, which is a follow-up to our December 8, 1987 hearings, in which representatives from the National Policy Board were invited to testify about the Administration's anti-drug strategy.

At that time, we were told that the Policy Board was reviewing Federal drug abuse prevention and enforcement strategies that were being proposed by the different agencies, and that they would be prepared at some point to make recommendations to the President.

We were told that these strategy documents would include recommendations to the Congress for policy, regulatory and statutory changes, as well as, and the most important part, resource adjustments or enhancement. This was in connection with a meeting that the Attorney General had with members of the Congress. We were looking forward to those documents.

Well, we have now received draft documents, nine in all, and they deal with narcotics strategy areas of international, intelligence, investigation, interdiction, prosecution, education, prevention, high-risk youth, mainstream adults and treatment.

Now, I read these reports, and I don't think anyone can challenge the fact that the goals of these reports are commendable.

After reading them, I don't know whether these reports are talking about this year, next year, the next five years, whether this is a

ten-year program, or whether these are just terrific ideas that a group of experts got together and said, this is what should be done.

Let's take a look at some of the things that they are talking about.

Internationally, as we see one nation after another being overwhelmed and overpowered by drug traffickers, country after country, Colombia, Panama, Haiti, the Honduras, Mexico, the Bahamas, and the list continues to grow.

We had hoped that at the twilight hours of this Administration that, gathering all of the resources, when we got the recommendations, we would be able to deal specifically and be given a mandate by the Commander in Chief and President of the United States saying, this is what your Congress should be doing as a partner in this national effort to make our contribution to some international effort.

We have seen seizures. We always laud those who make the seizures, whether it's Customs, Coast Guard, the Drug Enforcement Administration. But, while we laud these heroes that are out there sacrificing their lives and taking the risk, we know that not one less ounce of drugs are on our streets as a result of it. As a matter of fact, I read in today's *Post* that we had placed, to show the priority of protecting our borders against intrusion of this poison, not just a regular appointee to guard our borders, but the Vice President of the United States. And, his statement is, in the speech that he gave to the Association for a Better New York, that the border interdiction actions to stop the flow of drugs, with which he had long been associated, have been imperfect, that we are barely holding our own against the flood of drugs, and in some ways we are losing it. Well, that's a high authority. I guess we know that. Here I am now going through the recommendations, the nine recommendations, that the Administration has so far in draft, recognizing that if we can make any input, our staffs, our resources are available to see, are we going to get any direction as to what we should be doing?

One of the things that we're concerned about is that the drug traffickers are seen now to have the same arrogance for United States' law as we have always said existed in Central and South America, not only in the area of corruption, but in the taking of lives. If it were not that I did not know, personally, the family of the slain officer, Ed Burn in New York, I would not take the risk of politically bringing up his name. But, fortunately, the father, who is a professional police officer, retired, and I worked together when I was a prosecuting U.S. Attorney, and he has said, let not his son's life be taken in vain. Let us try to at least symbolize it, because what has happened was, that a bunch of drug traffickers in the City of New York planned and conspired to teach the 38,000-man police force a lesson by just labeling this guy for assassination of a police officer, told them, and did, in fact, assassinate him as he attempted to guard a witness in a major drug case.

I don't understand why this Administration insists that not one nickel should go to local and state police. Each time we put it in the bill, the Administration takes it out of the bill. If you have a different strategy for the partnership, please, this morning, if nothing else, Mr. Attorney General, share with us the partnership so

that members of Congress can go back home to sheriffs, to local police, to police chiefs, to prosecutors and say that, yes, there's a war against drugs. Yes, we only have 2,800 DEA agents, but we're depending on you on the local and state, and because of our dependency on your expertise and your heroism, this is what we are about to give you in terms of support.

I'm so glad that you are here, is it Doctor Newman, Mr. Newman, Pharmacist Newman, Secretary Newman?

Mr. NEWMAN. I'll settle for any of those.

Mr. RANGEL. I had no idea that you existed or your department existed, not because you are not a nice person. It's just because in the seven years that I've been dealing with this problem, I've never been able to tell anyone that the federal government was involved in rehabilitation; block grant, yes; trying to get money for governors, yes; trying to encourage mayors, even though I've been unsuccessful with my own, to get involved in making contributions to drug rehabilitation programs, yes; but for me to believe that we had an Assistant Secretary in charge of rehabilitation, programs designed to help people, not just to say no, but to really get some help along the line from their government to resist the temptations of further addiction, I'm pleased.

I assume that in your testimony you might deal with this epidemic that's hitting our poorer communities among IV drug abusers, AIDS. I don't know whether this is a problem just for politicians, but when you go to maternity wards in major cities throughout the United States, these premature kids are not only being born addicted to drugs, but many of them with the AIDS virus. I assume that somewhere along the line the federal government has said that this is not just a local problem, that AIDS is a national epidemic and we're prepared to deal with this.

I see that we have Mr. Parris here, and I note that he has some contribution to make before we actually get involved in this, but this is the end of a wonderful relationship between the Congress and the President of the United States.

At the conclusion of this year, we will have a new administration and a new president. I hope, if we cannot have any new initiatives, because to me as a legislator it appears as though that's impossible, the budgetary process has already been locked in as a result of Republican and Democratic House and Senate leaders reaching some type of summit with the President. He has requested additional funds for at least the law enforcement battle against drugs, but for God's sake, for the next administration let's leave a blueprint. Let's leave a plan. Let the President call on heads of countries and say that we ought to be working a little more closely together. Let us hear from Secretary Shultz to be able to say that foreign ministers should recognize that it's not an American problem; it's an international problem. And, I laud the Attorney General, with all of the problems that he's had within his agency, to think that it was important enough for him to visit these countries in South America to let them know that we are concerned economically, politically, as well as the problems they are facing with drug trafficking, and I hope we can work out something.

[The statement of Mr. Rangel appears on p. 38.]

Mr. RANGEL. The Chair yields now to Mr. Parris, one of our hard-working Minority members of the committee.

Mr. PARRIS. Thank you very much, Mr. Chairman. I do not have extended opening remarks. I would simply say, you made reference to Mr. Newman, not because he is not a nice person, well I've known Mr. Newman for a number of years when he and I both served as our respective state liaison officers, and he is a nice person and we're delighted to have him here today.

But, I wanted to add just one thought, Mr. Chairman, to your comments, and in reading from the staff summary, and particularly, I would refer you to page 3 of the summary of the materials that was put out by the Select Committee staff, which to me lays out the issue. And, that is, we've had, since 1984, an effort in the Administration to deal with supply, in terms of illicit substances. In 1987, we created an effort to try to do something, specifically, in the demand. In May, '87, elite agency committees were established. In March, the National Drug Policy Board, and so forth.

We have a draft proposal now, which is dated March, '88, of course, and it provides for interagency cooperation and other things. But, it does not talk about resources or funding, and that's the bottom line, it seems to me.

We can all massage the problem, and I have to apologize in advance that at 11:00 o'clock in the District of Columbia Committee, that we've got a mark-up on a Washington area metropolitan-wide drug proposal and a program of one kind and another, which suffers, in my view, from the same flaws.

The problem is, a young lady on my staff walking over here said that the clean-sweep proposal, the programs, the proposals that have been made to strengthen that, it has in the last three or four years, in this town, arrested 30,000 people. We don't have any jails to put them in, so, obviously, they go in and out, right back and forth, but 30,000 people in a city of 600,000. You can buy anything you want, literally on any street corner in this town, and it's not any different than any other town in this country. What are we going to do about it, is the question, and I don't mean to be objectionable in terms of you gentlemen. I know you are trying.

But, it seems to me that there is a growing sense of frustration in certainly this Congress, and I think in the nation, and I know in the Administration, about the growth of the problem and the failure in the real world to get our hand on it. Now, what are we going to do about it, is the question?

I've heard it suggested that, "Well, we've turned the corner now. It's leveled off." I don't believe that's true in my neighborhood. I don't think it's true in my community, or in my Congressional District, nor in this city. I don't think it's true around the country.

I read with some interest the proposals using the P3s and all this, with aerial interdiction, and yet, a Virginia cattle farmer who runs the Customs Service right now sat at a hearing very much like this two weeks and said, "We're interdicting 5 percent of the known illicit aircraft traffic in the southwest corner of the United States, maybe 10." How about the other 90? When can we do something in the real world, is the question I think all of us are trying to get our hands on, and I don't mean to exclude you gentlemen or your agencies from that effort, but it is simply we've got to elevate

this thing if it is, and it's been said many times, including by our Chairman, there is no difference between an airplane full of crack that's flown across the Mexican border and an airplane full of dynamite that's flown across the Mexican border by some terrorist. Both of these substances are going to kill somebody in this country, and we ought to be doing something in the real world about trying to stop it. That's where we are all coming from.

I know I speak for the Chairman when I say, we just sometimes—we go through all this paper exercise, and this bureaucratic massaging of the concerns, but we are not at war with the crisis which exists in the streets of the cities in this country. And, that's easy to say, and I don't mean to demagogue the problem, but we've simply got to get on with it in some realistic way.

Thank you, Mr. Chairman.

Mr. RANGEL. Thank you.

With the consent of the committee, your prepared statements will be entered into the record so that you may be able to highlight it or talk about some of the questions that we might raise.

The Chair, hearing no objections, you may proceed. Once again, welcome, and congratulations, Mr. Keating.

TESTIMONY OF FRANCIS A. KEATING II, ACTING CHAIRMAN OF THE ENFORCEMENT COORDINATING GROUP OF THE NATIONAL DRUG POLICY BOARD

Mr. KEATING. Thank you, Mr. Chairman, Congressman Parris. It's a pleasure to appear before you today. I don't want to presume the action of the President in nomination or the action of the Senate in confirmation, so I'm here today, not as Acting Associate Attorney General or anything, designate. I'm simply here as Acting Chairman of our Enforcement Coordinating Group, which consists of the heads of all of the agencies which are attempting, Congressman Parris, to do something about this very serious problem, as well as in my own capacity as Assistant Secretary of the Treasury for Enforcement. I have supervisory responsibility for Customs, Secret Service, ATF, and the Federal Law Enforcement Training Center.

I'd like to note, Mr. Chairman, that I did arrive early this morning with the Attorney General from our visit to five South American countries, and during the course of the question and answer session I'll be more than happy to answer any specific questions of the committee about that trip.

With me this morning, Mr. Chairman, is Don Newman, Under Secretary of the Department of Health and Human Services. Mr. Newman will be reviewing the Policy Board's "demand-side" strategy. Together, we will bring you up to date on our efforts to improve the national drug policy and strategy process, as Attorney General Meese promised you last December.

As you know; the National Drug Enforcement Policy Board was created by the Congress in the National Narcotics Act of 1984. An Executive Order of March, 1987 added to the Board the responsibility for demand-side issues and to reflect this expanded focus changed the name to the National Drug Policy Board.

As noted in the March 12, 1988, General Accounting Office report on the Policy Board, and I quote:

The Policy Board brings together * * * officials at several levels—cabinet members, agency heads, and program managers—enabling them to discuss, plan, and coordinate operations and programs and provides a forum to discuss and resolve inter-agency disputes. GAO believes that the Policy Board's efforts to facilitate coordination have been worthwhile and responsive to the requirements of the law establishing the Policy Board.

As part of its coordination efforts in May, 1987, the National Drug Policy Board issued its Lead Agency Directive designating lead agencies for the nine functional areas of the Federal drug control program. Of the nine lead agencies, five were designated for Enforcement. The Drug Enforcement Administration (DEA) is the lead Federal agency responsible for drug investigations and for intelligence. The Justice Department is the lead Federal agency for the prosecution of drug trafficking investigations and related crimes. The State Department is the lead Federal agency responsible for coordinating the U.S. drug control effort overseas. The Customs Service is the lead Federal agency responsible for the interdiction of illicit drugs, and the Coast Guard is its principal deputy.

In August, 1987, the Attorney General tasked each Lead Agency Committee to develop a document detailing the policies, strategies, programs, objectives, and necessary resources for its particular area of responsibility. In September, 1987, the initial drafts of these strategies were provided to the Policy Board staff.

In October of '87, the Enforcement Coordinating Group, which I serve as Acting Chairman, and the Prevention and Health Coordinating Group reviewed each draft strategy. After revisions were made, the Policy Board reviewed each strategy document during November and December of last year.

In January of this year, the Policy Board approved in principle the nine Lead Agency Strategies. In addition, the Board reviewed and discussed the President's FY89 Federal Drug Budget, which provided an overall increase of 13 percent over the preceding year, and that is a decided contrast to the 3 percent increase which was agreed upon in the budget summit between the Congress and the president. Thirteen percent is a considerable leg up, considering the other agencies and bureaus were expected to receive no more than 3 percent. In February, the Lead Agency Committees were requested to convert their strategy planning documents into an implementation plan for FY88-89, consistent with available resources.

Members of the House and Senate and their staffs were briefed on the strategy implementation plans, certainly, on the enforcement plan, by me on February 25 and 26, 1988. On March 9 and 15, 1988, final drafts of each Lead Agency Strategy implementation plan were provided to over 150 members of Congress.

I will now summarize, Mr. Chairman, the contents of the five Enforcement Strategies beginning with the strategy developed by the Intelligence Committee chaired by DEA.

The principal objectives of the Intelligence Strategy are to:

—Expand and improve the collection, analysis, and dissemination of intelligence information; to improve the support to programs and functions of other strategies; and to improve coordination.

What is significant about that strategy is that now the government is not only bringing together under the umbrella ethic all of the various agencies which have an intelligence need, but DEA, as the lead, is charged with going out to the intelligence consumers and making sure that that intelligence, which is provided them, is consistent with their needs, is tactical, time sensitive, strategic where necessary.

The principal objectives of the International Strategy, Mr. Chairman, was developed by the International Committee. They are to reduce the supply of cocaine shipped from Latin America; reduce the amount of heroin shipped from Asia and Mexico; reduce the amount of marijuana entering the United States from worldwide sources; to increase intolerance for drugs and stimulate focused support for effective narcotics control worldwide; also, to eliminate major trafficking networks and cartels; and secure increased international cooperation in worldwide narcotics control matters. The latter point was one of the reasons for the Attorney General's trip to the Dominican Republic, Colombia, Peru, Ecuador and Bolivia.

The highlights of that strategy include:

- Increasing host-nation eradication and other law enforcement activities, through increased cooperation, enhanced training, better intelligence sharing, and tighter controls on precursor chemicals.

I might say, Mr. Chairman, that pending before the Congress now is a precursor chemical bill that we in the Administration would encourage the Congress to pass, because we think that would help us very much in that particular area.

- Utilizing public diplomacy initiatives to raise public awareness and increase demand-reduction efforts worldwide.

- Assisting nations to strengthen their economic, legal and judicial systems.

- Secure international cooperation against the laundering of narcotics profits.

The third strategy is the Interdiction Strategy. The primary goal of that effort is to reduce the quantity of illegal drugs entering the United States by targeting the transportation link between drug supply and demand. More specifically, interdiction focuses on the detection, sorting, interception/tracking and apprehension of illegal drugs as they move from their departure zones in source countries, along smuggling routes (or transit zones) to our borders (or arrival zones).

In very brief response to Congressman Parris, I might note that at the end of next year, for the first time ever, we will have an interdiction net, an air and marine interdiction net, sufficient to provide some truly effective deterrent to the air and marine smugglers, something we have not had to date.

The objective of the Interdiction Strategy is to raise the level of risk to the point where significant numbers of organized smuggling groups will cease operation, and to deter other potential smugglers from entering the trade.

The Interdiction Strategy is divided into three parts, which address the separate but interrelated issues of air, land, and maritime smuggling. The following is a synopsis of those three plans:

The Air Interdiction Plan is designed to interdict general aviation aircraft transporting illegal drugs into the United States. The objectives of the Plan are to:

1. Strengthen our detection capabilities along the southern border.

2. To establish a mobile detection net in departure zones near source and transit countries, a very important part of this strategy.

3. To improve the sorting process by establishing command, control, communications, and intelligence (C3I) Centers in the Eastern and Western United States, both of which should be up and operational by the end of the summer.

4. To improve interception/tracking and apprehension capabilities to respond to improved detection and sorting.

The Land Interdiction Strategy is intended to interdict illegal drugs at airports, seaports, land border ports, between ports of entry and in international mail. Objectives of the plan include:

1. The improved targeting of containerized cargo through the use of Customs Automated Commercial System (ACS) computer data base and special analytical teams.

2. To increase the number of "100 percent" inspections of containers and commercial cargo.

3. To mobilize available resources along the Southwest Border through increased coordination of all agencies. Operation Alliance is the classic example of that, an initiative created by the National Drug policy Board in 1986, and which has resulted in the seizure of two to three times the amount of drugs which were seized coming through Mexico previously.

4. To expand cooperative programs and data exchange with private industries involved in international trade.

The Maritime Interdiction Plan, Mr. Chairman, is designed to interdict illegal drugs being transported through the maritime region into the United States. The objectives of the Plan are to:

1. Increase maritime interdiction capabilities in departure zones through surge and pulse operations.

2. To increase detection and apprehension assets in Caribbean "Choke Points".

3. To increase capability to combat air drops in the Bahamas through deployment of additional aircraft detection and maritime interdiction assets.

The fourth strategy is the Investigation Strategy. Its principal objectives are:

- To emphasize multi-agency investigations.

- To immobilize trafficking organizations by arresting the most significant members of those organizations.

- To reduce the availability of illegal drugs through seizures, eradication and precursor chemical controls.

- To remove drug-related assets through seizures and forfeitures.

- To assign resources to priority targets.

Part of this strategy intends, Mr. Chairman, that by the end of next year, FY89, 80 percent of U.S. Attorney resources, drug resources, will be devoted, to the investigation of large-scale, international and interstate cartel and drug smuggling enterprises and traffickers.

The last strategy is the Prosecution Strategy. I briefly referred to it a second ago. Its purpose is to:

—Better marshal Federal prosecutory resources by proactive targeting of major traffickers, as I've indicated, and also by support of state and local anti-drug efforts through equitable sharing, the adoption of forfeiture programs and training.

—Also, the selective prosecution of users, consistent with our Zero Tolerance Program.

Mr. Chairman, that concludes my formal statement. I shall now turn our presentation over to Under Secretary Newman for a review of the demand-side strategy implementation plans, and I might also note, Mr. Chairman, that the Attorney General has encouraged me to share with you any specifics of the trip, any questions, particularly, that you might have, about our successes meeting with the presidents of those five countries, and I'll be happy to do that.

[The statement of Mr. Keating appears on p. 44.]

Mr. RANGEL. Well, we would like to hear about those successes, but I'm going to ask Doctor Newman to testify.

I hope you will consider before we start asking the formal questions, is that from your testimony I gather that in 1984 your board was charged with the responsibility of developing a strategy, that during that time you decided that it should be in three tiers, Cabinet level, coordinating groups and nine Lead Agencies. Then in May of 1987, you decided among the nine Lead Agencies, that DEA would do drug investigations, and Justice would lead prosecutions, and State would lead overseas, and Customs would do interdictions with Coast Guard. And, I assume that they've decided that Health will deal with health, and Education will deal with education, and DOD would deal with defense, all of these things.

But then finally, when we got involved in the strategy, it just seems to me like it's a government 101 course. There is nothing—I have been involved in this since 1961, as a federal prosecutor. The interdiction strategy is to interdict; the air strategy is designed to interdict general aviation transporting illegal drugs; the land interdiction is to do targeting on land; the maritime interdiction is intended to stop illegal drugs being transported through maritime regions; investigation strategy is to arrest the most intricate members; the prosecution strategy is to target major traffickers. I just hope, Mr. Secretary, that—I'm assuming that since the beginning of the drug crisis in this country in 1914, when we had the Harrison Act, that all of the things that your board has come up with, that we have tried to do, to coordinate, to bring agencies together. And, in this Administration, we declared war. I assume we got commanders in chiefs and generals that meet, and they develop a strategy.

We are the nation's foot soldiers. We want to know, what do you need in order not to win the war, but just one small battle after the other.

So, I appreciate this document, and I think that every school and college in the nation should have it. But, after I hear what we are doing with demand reduction, I hope you can tell us, what do we do with this document? Do we create legislation? Do we ask for money in this budget? Do we prepare this for Republican and Democratic

candidates for the next Administration? I don't know what to do with it.

It makes a lot of sense. The tragedy is that I thought we've been doing this for seven years. So, if you can point out what is new in the strategy, we are walking out as partners.

Doctor Newman, welcome to the committee. This is Benjamin Gilman, the Ranking Minority member. He's in charge of demand reduction. He's representing the Health and Human Services for the Administration, and I want you to make some opening statement here.

Mr. GILMAN. I appreciate that, Mr. Chairman, and I regret that I had to be at another hearing before this hearing started.

For a long time now those of us who have been on this committee have been speaking out to the need for a comprehensive long-term narcotics strategy, both domestically and internationally. It's for that reason that we welcome having the opportunity to discuss these issues with our Administration people, and we welcome the fact that you are embarking in this area. But, we all have a number of questions with regard to the directions in which you are going.

Tragically, we found that the drug problem, rather than ameliorating, or being resolved, has escalated and is becoming much worse than it has been in years gone by. It's estimated, for example, that some 30 million Americans have been occasional users of cocaine, and with over a million who are addicted to the use of cocaine, and that there are some 600,000 heroin addicts out there, and we truly don't know the accurate figures. These are rough estimates, conservative estimates, the real number is probably far greater than those estimates.

And, we also learned that illicit narcotic trafficking exceeds over \$140 billion, and again, we truly don't know the accurate estimates.

The annual cost of illicit substance abuse exceeds \$100 billion in drug-related health costs, drug-related criminal correctional costs and in loss of productivity. One corporation alone, General Motors, estimated that in one year, it lost over \$600 million in diminished productivity and health-related costs.

Drug abuse is a tremendous burden, a burden on our nation. Over 1,500 lives lost in one year, mostly young people. And, not to mention all of the emergency—hospital emergency cases with drug-related causes—over 14,000 to 15,000 in one year—and again, we don't have any truly accurate figure of the extensiveness of the problem.

And yet, when we go nationwide, and travel to other countries, we continually hear the frustration of not having the resources, the manpower, the equipment, to combat those well-heeled narcotics organizations that have the funds, that have the equipment, that many times far exceed what our law enforcement people have. And, it's for that reason that this committee finds it very frustrating when we try to find what sort of strategies are out there to offset these problems.

We are so pleased that the Attorney General did go into Latin America, and I particularly was pleased that you went into the Upper Hualaga Region, a project that this committee and our Foreign Affairs Committee helped to create a number of years ago,

where we tried to allocate some \$50 million to offset the major coca producing area in the entire nation. But, our Budget people went to work and chopped it down to \$15 million, and even that \$15 million hasn't been utilized to date. And, here was the heaviest coca producing area in all of Latin America.

But, perhaps, you've come back with some new indications for us. When we were down there and found that the eradication people, the law enforcement officers, were involved, were being killed right on the spot without proper military protection. We found that something was radically wrong in the efforts made to destroy the crop and trying to substitute the crop in that area.

Internationally, the picture has been quite bleak. We have not had, up to this past year, the kind of cooperation we've needed. When Chairman Rangel and I went to the Vienna Conference, the U.N. World Conference on Narcotics, we were elated to find a new approach, a new feeling, a new willingness to cooperate. And, I hope that out of that approach at the Vienna Conference we are going to see a lot more done internationally.

But, that's going to need help right at the top, and this committee has appealed to our President to reach out and conduct a summit meeting with leaders around the world. At one time last year, there was some indication that we would move in that direction, but, unfortunately, some of the other world problems caught up with our Chief Executive.

I would hope that you would encourage our Chief Executive to bring together a world summit conference on narcotics. The First Lady has done an outstanding job in reaching out to First Lady's throughout the world, but that's not sufficient. We need the kind of high priority that we've talked about so often. We talk about narcotics being a national security threat, and, gosh knows it is. It eats away at the very roots of our society.

If it is the kind of national security threat that we're talking about, then it needs top leadership to bring together the top leaders of the world to combat this threat to all of our governments.

So, I look forward to the testimony today and an opportunity to talk further, and to question further, our witnesses.

Doctor Newman, you may proceed.

[The statement of Mr. Gilman appears on p. 55.]

Mr. RANGEL. We have Congressman Levine with us, and, of course, Congressman Dornan has just joined with us.

As we said, Secretary Newman, your entire statement is going to be made a part of the record, and we do recognize that Secretary Keating has to leave at noon.

What we are primarily concerned with is demand reduction. Every country we go to that's a producing country kicks us in our teeth by saying, if we didn't have this demand, we wouldn't have the problem with their supply.

I was a little embarrassed when my President met with the President of Mexico, that instead of talking about interdiction, and production, eradication, they embraced and said, "It's really a demand problem," and both of the Presidents agreed. So, that takes us, law enforcement, out of it, and throws this back in your charge.

I had heard, and I know that you will dismiss, that the demand reduction strategy that has been worked out with the assistance of Doctor Macdonald, Special Adviser to the President, is to arrest the drug abuser. Now, in view of the fact that Congressman Parris has indicated that there have been 30,000 arrests in the District of Columbia. I know in New York City we have had 80,000 arrests. It costs us about \$25,000.00 a year to keep these rascals in jail, and about \$7,000.00 to build a cell. But, I heard this was the new White House strategy, that we ought to start busting the abusers. If that is so, I hope you can help us.

Also, I heard in the area of education, the strategy was to kick the drug abusers out of school, and then I asked, "Well, what happens after that?"

They said, "It was a local and State problem."

And, I said, "Well, what about Health and Human Services?"

They said, "Your job is to provide the leadership, and local and States are to provide the resources."

It was a little confusing, and that's why I really look forward to your testimony today to straighten it all out. Thank you.

**TESTIMONY OF DON M. NEWMAN, UNDERSECRETARY,
DEPARTMENT OF HEALTH AND HUMAN SERVICES**

Mr. NEWMAN. Thank you, Mr. Chairman.

Mr. Gilman, and Mr. Parris, Mr. Dornan, Mr. Levine, I have a short synopsis of the statement that we have submitted for the record that I would like to share with you for a few minutes.

But, before I do, I'm reminded, after that gracious introduction from Mr. Parris, of the introduction I received at Notre Dame last year at the Hoaxes, where the fellow got up and said:

Ladies and gentlemen, we have two major disappointments to announce. We invited Secretary Bowen, and he could not come, and we invited Undersecretary Newman, and he could.

Well, I am pleased to appear before you on behalf of Secretary Bowen.

Mr. RANGEL. I feel like I'm taking an eye exam.

Mr. NEWMAN. He is out of the country at the moment.

Mr. RANGEL. Is that a part of your written statement, that document?

Mr. NEWMAN. Yes. (With reference to standing chart.)

Mr. RANGEL. Good.

Mr. NEWMAN. Actually that chart is not part of my statement, it is in preparation for any questions that might ensue.

Mr. RANGEL. Okay, fine.

Mr. NEWMAN. I have with me the four Lead Agency Committee representatives who serve under the Drug Abuse Prevention and Health Coordinating Group. They are available for responding to technical questions, and include: Dick Hays, of the Department of Education; Steven Grossman, the Department of Health and Human Services; Verne Speirs, Department of Justice; and Doctor Charles Schuster, National Institute on Drug Abuse.

The President's strategy encourages dedicated and creative programs tailored to fit individual community needs in combination with the national incentives to raise awareness of illegal drug use.

If we are to be successful in curbing their use, we believe that drugs must be both illegal and unpopular. Thus, demand reduction serves to make drug use socially unacceptable, while law enforcement diminishes the availability of illegal drugs.

Within the framework of the National Drug Policy Board, Doctor Donald Ian Macdonald chairs the Drug Abuse Prevention and Health Coordinating Group, as you've indicated, Mr. Chairman, which is the umbrella for the four demand-side Lead Agency Committees. I will take just a few minutes and summarize the four demand-side Lead Agency Committee strategies, beginning with the area of Prevention Education.

The Department of Education is the lead agency for the Prevention Education Committee, and its purpose is to develop and support those programs designed to prevent drug and alcohol use among the youth. It has three major strategies that focus on those who most influence children's lives: parents, community members and school members, officials, teachers and peers. Specifically, the Prevention Education Committee:

(1) Support the collection of up-to-date information about the trends in drug abuse, programs that work, and the latest research findings;

(2) Provide information to parents, individuals in the community, school administrators, teachers, and youth to promote the effective prevention efforts and to increase knowledge about drug and alcohol use; and

(3) Assist parents, communities, schools, and youth as they work to implement the comprehensive prevention programs.

The second committee is the Mainstream Adults Committee, and the Public Health Service of the Department of Health and Human Services is the lead agency for the Committee on Mainstream Adults.

The Committee is responsible for implementing strategies targeted at the 180 million adults in this country. The key message of the Mainstream Adults Committee is "drug use affects you whether you are a user or not." The Committee has two major goals, each supported by individual strategies. The first goal is to:

—Promote national responsibility and involvement. Five strategies support that goal.

(1) Stimulating individual responsibility and involvement.

(2) Targeting individuals in non-workplace settings.

(3) Eliciting community leaders as role models.

(4) Eliciting professionals as role models.

(5) Research.

—The second goal is to promote a drug-free work force. Three strategies support this effort:

(1) The development and implementation of work site role models.

(2) The development and implementation of effective employee assistance programs.

(3) Drug testing.

The third committee is the High Risk Youth Committee. The Office of Juvenile Justice and Delinquency Prevention within the Department of Justice is the lead agency for developing, coordinat-

ing and implementing all Federal programs in this area, and for chairing the High Risk Youth Committee.

The High Risk Youth strategy focuses on the nature, extent and solutions to the problems associated with illegal drug use among the multiple problem children who have a proportionally greater propensity than the norm to use drugs.

Four separate strategies are combined in the plan to address drug use among this group.

(1) Promoting a strong message that high risk youth who use drugs are accountable for their behavior.

(2) Strengthening high risk families and promoting their responsibility for preventing and intervening in illegal drug use by their children.

(3) Encouraging communities to develop comprehensive responses to the high risk youth problem.

(4) Enhancing the national leadership role of the federal government by working as a catalyst to encourage further development of comprehensive state and local responses to the illegal drug use among high risk youth.

Finally, the fourth committee is the Treatment Committee. The National Institute on Drug Abuse of the Department of Health and Human Services is the lead agency for the federal treatment efforts.

Treatment is critical for reaching those severely dependent alcohol and other drug abusers who have not been dealt with successfully by our other demand reduction efforts.

Effective treatment can significantly reduce the impact of drug abuse on society, and can substantially reduce the market for illegal drugs.

The Treatment Committee has recommended four strategies.

(1) Undertake research to improve the quality and efficacy of treatment and find new treatments for those who are currently unresponsive.

(2) Conduct an aggressive program to identify alcohol and other drug abusers and engage them in treatment.

(3) Ensure the ready availability of treatment.

(4) Stimulate private sector involvement in supporting the nation's treatment network.

In conclusion, the over-reaching objective of the demand side is to stimulate national action to reduce the demand for illegal drugs. We expect that a reduction in the demand for illicit drugs will contribute to a reduction in supply.

Through our efforts in the areas of Prevention Education, Mainstream Adults, High Risk Youth, and Treatment, the demand side is working to mobilize Americans at the federal, state and local levels to combat drug abuse.

We are gratified to see actions of parent groups, the voluntary sector, schools, and universities, and state and local leaders, that help mobilize Americans against illicit drugs.

As was evident from the recent White House Conference for a Drug-Free America, the exchange of information, the development of knowledge about drug abuse, the fostering of zero tolerance attitudes to drug abuse, and the stimulation of personal behavior that

combats drug abuse are the cornerstones for reducing the demand of illegal drugs.

Mr. Chairman, that concludes the summary of the National Drug Policy Board's implementation plan, and I am ready, along with my colleagues, to address the questions.

[The statement of Mr. Newman appears on p. 58.]

Mr. RANGEL. Mr. Gilman has to leave to attend another hearing, so I'll yield to him.

Mr. GILMAN. Mr. Keating, with regard to where we are going with the Strategy Board, I was looking over, with our staff, the chronology of where we've been on trying to develop a national and international strategy.

And, as we looked back, we found in 1972 we had a Special Action Office for Drug Abuse Prevention, then in '76 we had an Office of Drug Abuse Policy in the Executive Branch, then we had a Drug Abuse Policy Coordinator appointed for the White House, an adviser, and the last one, I guess, is Doctor Macdonald. His predecessor was Carlton Turner. All of those offices, in general, reported to the Domestic Policy Office, the Office of Policy Development.

Then came '84, and we established a Comprehensive Crime Contract Act of '84, that established the National Drug Enforcement Policy Board, and it was intended that that board would facilitate and coordinate all of our enforcement efforts.

And then, in '87 the Policy Board was expanded to include oversight in federal drug prevention and treatment efforts, and the name of the Policy Board was changed to the National Drug Policy Board.

And now in '88, March of '88; we find that we have now an International Narcotic Control Strategy Implementation Plan. How have we progressed over the years? Do you see that we have progressed, or are we just shifting chairs, playing musical chairs, and changing some names on the doors, and moving some offices around? I fail to see that we've made any significant step forward in the strategy planning and effectiveness of that planning, the implementation of that planning. Now, I may be all wet, and I'd welcome your comments.

Mr. KEATING. Well, Mr. Gilman, I have been here for two years. I can't comment about what the national policy was or should have been, you know, prior to that time.

Mr. GILMAN. Well, I would assume you folks have looked at the history to see—

Mr. KEATING. Well, certainly.

Mr. GILMAN [continuing]. Where we've been, and what better job we can do.

Mr. KEATING. Well, the reason I say that is because, I can't provide you the historical knowledge that you and the Chairman could provide about some of the starts and stops that we've enjoyed.

Mr. RANGEL. It's no problem. I say there has been no strategy and policy, so you can start in the last two years and you are all right with me.

So, whatever you say I'm adopting as, this is a new page in a new book, and I accept it. So, forget the past.

Mr. KEATING. All right.

Mr. GILMAN. Well, I would hope that you built on the past.

Mr. RANGEL. Right.

Mr. KEATING. I hope we have. I can say that one of the disappointments that I saw on the local level when I was U.S. Attorney in my state in 1981, was when then Attorney General William Frank Smith asked all the U.S. Attorneys to create law enforcement coordinating committees to bring together the federal family within their districts to talk, and share intelligence, and share information and operations, and in some cases actually participate together in cases.

Mr. GILMAN. May I interrupt you a moment? How long had you been a U.S. Attorney at that time?

Mr. KEATING. I went in under President Reagan in '81.

Mr. GILMAN. In '81.

Mr. KEATING. Yes.

Mr. GILMAN. And, the first time that you were called together was '81, by Attorney General—

Mr. KEATING. Well, no, I'm saying that one of the initiatives of then Attorney General Smith was to create these law enforcement coordinating committees to bring together the state, and local and the federal family to work together.

The thing that surprised me was not only that in my district many of the local and state people didn't know each other, but that many of the federal people didn't know each other either, and had not worked together as I felt that they should have.

Mr. GILMAN. We have found that continually in many of our hearings, a lack of proper coordination and cooperation.

Mr. KEATING. Well, I think that that still exists. I would be incorrect if I said that there weren't turf disputes, and there weren't disagreements, and there weren't problems out there.

But, I think under this structure of the National Drug Policy Board, the new Lead Agency structure, the fact that everybody comes together and meets on a weekly or a monthly basis, the committees meet on a monthly basis, we encourage the sharing of intelligence, the sharing of operations, the sharing of jurisdiction. In the case, for example, of Operation Alliance, on the Southwest Border, we took Title 19 Customs authority and gave it to the Border Patrol, something that in years past would never be done, to share a turf with another agency.

Title 21 authority from DEA was shared with Customs and with the Border Patrol. As a result, the seizures along the Southwest Border are two and three times what they were the year previous.

I think that under this particular structure, and I say that whether a Democratic Administration takes office or a Republican Administration, to have a structure that requires people to meet regularly, to sit across the table from each other and to share their problems, and to share jurisdiction, and to share operations and plans, to put somebody in charge of something is a tremendous step forward.

For example, in the Interdiction Strategy, you mentioned that, Mr. Gilman, in the Interdiction Strategy, we have the Border Patrol between the ports of entry. We have the Customs Service, obviously, at the ports of entry and between the ports of entry. We have other agencies that are involved in investigations of interdic-

tion-related smuggling activities. And yet, to get it all together we need somebody to lead, somebody to be in charge.

This strategy anticipates, and expects, and requires the Customs Service to develop the strategy and to implement it, with the full participation and cooperation of the Coast Guard and the Border Patrol, the two other principal Lead Interdiction Agencies.

Mr. GILMAN. Well, if I might interrupt—

Mr. KEATING. If I could just say, the same thing with intelligence, investigations, prosecution and international, and I think that's a considerable achievement.

Mr. GILMAN [continuing]. If I might interrupt for a moment, Mr. Keating.

Mr. KEATING. Yes.

Mr. GILMAN. You pointed to a very important principle, of needing a strong leader at the top to bring it all together. And, this committee, a number of us on our committee, have advocated that there be a drug czar, some people don't like that term, but there be someone independent of all of the existing agencies whose full responsibility would be to bring it all together and to implement all of these grandiose plans.

And, so far, it's been left in the Attorney General's office, and the Attorney General is burdened with so many other responsibilities, that many of us felt that this needed a full-time person working on bringing it together and implementing these plans.

What are your thoughts about all of that?

Mr. KEATING. Well, Congressman, I think that the thinking that went into that was concerned thinking and right thinking, but I do believe that this particular structure, the National Drug Policy Board, under the drug czar, the Attorney General, with an enforcement committee under my chairmanship, and I'm from Treasury at this juncture, representing all of the heads of all of the agencies, all of the departments that have anything to do with law enforcement, to follow a strategy, to implement a strategy, and make sure it is carried out with an audit function, is doing precisely what the drug czar would have been able to do.

What would concern me, and I'm speaking as not only an individual within the Administration, but also as Chairman of this group, when I put together Operation Alliance on the Southwest Border, and saw that between the ports of entry Customs didn't have anybody, we needed to have the Border Patrol get Title 19 Customs authority. Without diplomatic effort between these various agencies, nothing could be accomplished. You have to, obviously, twist arms and knock heads together.

Mr. GILMAN. Well, I hope—

Mr. KEATING. But, you have a Secretary of State—if I may finish—you have a Secretary of State who would say, we can't do that to X country, or Y country, because of other concerns, or a Secretary of Defense who would say, we can't remove those assets from X area, or Y area, because there is such a thing as NATO. Notwithstanding who the drug czar may be, that individual is going to have to diplomatically work with those other Cabinet officers. That's something the Attorney General is doing now, and I think doing very well.

Mr. GILMAN. Well, I would hope that your thoughts will permeate throughout the agencies, that this is a war against narcotics traffickers, and not a very formal diplomatic type of intervention, where we have to make treaties between the existing agencies in order to work together.

When do you anticipate that this 1988 drug strategy will be implemented, and I don't want to embarrass you by asking you why it took so long, from 1981 to 1988, to start formulating this kind of a structure that we assumed had been in place for a long period of time. When do you anticipate that the 1988 drug strategy will be implemented?

Mr. KEATING. Well, Mr. Gilman, I think it would be incorrect to suggest that nothing was being done prior to 1987 or '86.

As you know, the federal enforcement community has been doing a very significant job—

Mr. GILMAN. With limited resources.

Mr. KEATING [continuing]. With limited resources, making more seizures, prosecuting more cases, forfeiting and seizing more assets; in 1987.

In 1984, the National Narcotics Act was passed and the board was first created. These strategies, not these particular strategies, but the strategy of general cooperation, enforcement initiatives, all of these things were ongoing. For example, the South Florida Task Force, the Law Enforcement Coordinating Committee concept, the Organized Crime Drug Law Enforcement Committee, OCIDEF groups around the country, which I found as a U.S. Attorney to be marvelous initiatives. All those things were not in existence prior to 1981.

Subsequent to 1981, we did have them. After the '87—March, '87 reform of the Drug Policy Board, we presented the Lead Agency concept as a way to put somebody in charge of each agency, each strategy, and give a time line for implementation.

This particular strategy is a flexible document. It will survive this Administration—

Mr. GILMAN. When will it be implemented?

Mr. KEATING. It is implemented now. It's in the course of implementation now. Let me give you an example of the Interdiction Strategy.

Mr. GILMAN. When will it be fully implemented?

Mr. KEATING. Well, it's a flexible document. Some things are going to be changed in the next two years. There will be other resources requested from the enforcement agencies, but the basic tenet of this document, the Bible, if you will, is what we would like to have for the next five years as our plan.

Obviously, the resource request that will come during that five-year period will have to be determined by the Administration and by the Congress. There will be, perhaps, things we found not to be adequate in this particular plan, and that will be reformed during the next five years.

Mr. GILMAN. So, what you are—

Mr. KEATING. But, the basic document is alive and well today.

Mr. GILMAN [continuing]. Saying is, there are not adequate resources in place now to properly implement this kind of a program, is that correct?

Mr. KEATING. No. I'm saying that in the '88 and '89 budget years, this plan is fully funded. Now, a lot of things are in the pipeline right now. For example, in the interdiction plan, just to grab one as an example, there are 17 specific programs and two strategies here.

By the end of 1989, as a result of the funding the Congress has provided for the five-year plan with the two-year budget part of it, we will have the Command Control Communications and Intelligence facility in Miami, Florida built and operational. We'll have the C3I facility at Marsh Air Force Base built and operational. The marine facility in Houston, Texas.

In addition, we will get our E2C aircraft up. These are also things that have been in the pipeline, six aerostat balloons along the Southwest Border, tethered at 15,000 feet, to identify the air smuggle target, three more aerostat balloons in the Caribbean, to bring to a total of five in the Caribbean region, to identify marine and air targets; eight interceptor aircraft, this is in the Southeast alone; 12 Opat helicopters; four sea-based aerostats and two trackers.

Mr. DORNAN. Excuse me. What kind of aircraft are those interceptors?

Mr. KEATING. The interceptors are Cessna Citations.

In the Southwest, to increase the E2C hours to 1,000 hours, six aerostats—

Mr. GILMAN. Mr. Keating, I regret to interrupt you at this point, I'm going to have to leave for another hearing—

Mr. KEATING. Yes.

Mr. GILMAN [continuing]. In just a moment, and I would like to ask Doctor Newman, and, perhaps, you could complete that testimony and make it part of the record at this point in the record.

Doctor Newman, Secretary Newman, Section 508 of the Anti-Drug Abuse Act established within the Department of Health and Human Services the Office of Substance Abuse Prevention, known as OSAP.

The Act authorized OSAP to be a clearinghouse for alcohol and drug abuse information, the purpose of which was to assure the widespread dissemination of information to state and local governments, educational agencies and institutions, to drug treatment and rehab networks, and to the general public.

And, it also established prevention treatment and rehab model projects for high risk youth.

Now, we continually hear of efforts to fold in this office into other units. Are there any plans or discussions to transfer the office of OSAP to other units in HHS?

Mr. NEWMAN. Mr. Gilman, there are no other plans. It will not happen on our watch.

Mr. GILMAN. In other words, you certainly don't recommend it, and you would not allow it to happen?

Mr. NEWMAN. That is correct.

Mr. GILMAN. Secretary Newman, there is one other aspect of all of this. There are so many overlapping jurisdictions and responsibilities. Do you see any overlapping, any educational responsibilities that HHS has and the Department of Education has in trying to reduce demand?

Mr. NEWMAN. I think we have coordinating responsibilities, sir, and frankly——

Mr. GILMAN. Well, does that mean you both have some overlapping responsibilities?

Mr. NEWMAN. We like to think of it as coordinating, Mr. Gilman.

Mr. GILMAN. Well, a rose is a rose, but are you both doing some of the same things?

Mr. NEWMAN. For different populations.

Mr. GILMAN. Who does the coordinating?

Mr. NEWMAN. It is worked out between the two agencies.

Mr. GILMAN. Are you convinced that the dollars that we made available in the Anti-Drug Act of '86 has reached the areas down at district level in various states, when I say "district" I'm talking about educational district level, to put those programs in place?

Mr. NEWMAN. That's a challenge that we are still trying to address. I wonder if I could share with you——

Mr. GILMAN. In other words, at this point we don't know, is that what you are saying to me?

Mr. NEWMAN. Not true. No, sir, I'm not saying that.

Mr. GILMAN. Are these dollars out there in the educational districts?

Mr. NEWMAN. Yes, sir. They are in the States, and if I may share with you information that I was asked to share with——

Mr. GILMAN. Well, tell me, for example, what has been allocated to New York State for education, and what has been received by the State of New York?

Mr. NEWMAN. New York State was awarded \$13,459,000.00, and it has drawn down \$7,601,248.00, or 56.5 percent of the monies.

Mr. GILMAN. And, how much of that \$7 million has been allocated to the various school districts?

Mr. NEWMAN. That is the nub of the question, and we don't know the answer to that, sir.

Mr. GILMAN. Well, that's what I'm very curious about, because in meeting with our Chancellor of Education, I found out just a few weeks ago that only a few hundred thousand dollars of that 1986 program had been distributed statewide. Why does it take such a long period of time, from 1986 to 1988, to get those sorely needed funds out to the school districts?

Mr. NEWMAN. Some States have to enact legislation in order to distribute the monies, to receive and distribute the monies.

There is some——

Mr. GILMAN. I don't think New York State requires that kind of a process.

Mr. NEWMAN [continuing]. Some of the States also——

Mr. GILMAN. Your assistant is handing you a memo, maybe that will clarify it. Would you care——

Mr. NEWMAN. I will be happy to share with you the information I have.

Why hasn't more money actually been spent by the states for school programs? As is with all state programs, funds are not released until they are needed or spent. The important piece of information is that 80 percent of the local education agencies have approved applications and are working. 71 percent of the Governors' money has been allocated for programs.

Some programs will not begin until this summer. Therefore, no money has been spent yet. The school district could decide not to bill for an entire year, and use money for its account to pay expenses incurred in any drug program. It is not one of the largest amounts of money they receive.

Mr. GILMAN. Then, why would our Chancellor of Education tell us that only \$200,000.00 had been allocated in the State of New York? Is he wrong?

Mr. NEWMAN. Well, specifically——

Mr. GILMAN. Well, your assistant is shaking his head back there. Could he respond to that question?

Mr. NEWMAN. Certainly.

Mr. GILMAN. Would you identify yourself?

Mr. HAYS. Yes. I'm Dick Hays, with the Department of Education, Mr. Gilman.

The State of New York was a little behind most of the other states in getting the program up and running. I think we shared that problem with the Chairman and the rest of the staff.

The State of New York didn't get their applications out to the local education districts until December, and——

Mr. GILMAN. December of '87?

Mr. HAYS. That is correct.

Mr. GILMAN. Has the funds reached the school districts at the present time?

Mr. HAYS. A little over \$1 million of the \$7 million has been granted to the school districts.

Mr. GILMAN. And, is that unique for New York, or does that apply nationwide?

Mr. HAYS. That is very unique to New York. It is behind most of the States, significantly.

Mr. GILMAN. Thank you.

Thank you, Mr. Chairman.

Mr. RANGEL. Thank you. If you can join us—to the members that are here, we've now been joined by Mr. Lewis, Ms. Collins and Mr. Oxley.

What I would like to do is to restrict ourselves initially to the five-minute rule, because I know members have someplace else to go, as well as the witnesses. And then, having that time remaining, we could return with another round of questions if the members of the Select Committee have no objection.

The Chair hearing none, we'll proceed.

Doctor Newman, your last statement is that the over-reaching objective of the demand side is to stimulate national action to reduce demand for legal drugs. And, you expect that reduction in demand of illicit drugs will contribute to reduction in supply.

I'm not an expert, but I assume included in that mandate is prevention, education, treatment and rehabilitation. There may be something I missed, and you can add to it.

Now, with education, I get this thing that runs throughout the Administration's programs, as zero tolerance, and in questioning the Secretary of Education, that means if you find a drug abuser, kick him out of the school system. Is that a correct interpretation of your statement of zero tolerance for drug abusers?

Mr. NEWMAN. No, Mr. Chairman, it is not, and if I may, I'd like to go back to your question that you posed earlier that addresses this same issue, where you indicated that we're going to kick the drug users out of school, and arrest the drug users, and that that's going to be the thrust of the effort.

Our aim is not solely to arrest the users, sir, it is to focus on the user. We want a zero tolerance, as you've just indicated, and there are a variety of disincentives that can be imbued into that thrust without arresting the first-time user.

Mr. RANGEL. Did not the President's Advisor recommend the arrest of the abuser?

Mr. NEWMAN. That is one of the possibilities, sir.

Mr. RANGEL. Do you support arresting drug abusers?

Mr. NEWMAN. Ultimately, yes, sir.

Mr. RANGEL. Okay. Do you have any idea what we should do with them when they are arrested, any idea?

Mr. NEWMAN. Yes, sir. I think—

Mr. RANGEL. Is there a federal rehabilitation program that we could recommend them to?

Mr. NEWMAN. Yes.

Mr. RANGEL. In the District of Columbia, where is your federal rehab program, or in any state of the Union?

Mr. NEWMAN. Well, the District of Columbia has received about \$700,000.00. They have yet to draw down a single dollar.

Mr. RANGEL. Is there a federal rehabilitation center in any of our several states?

Mr. NEWMAN. The—

Mr. RANGEL. Your testimony reflects that you think your job is to provide the leadership to local and state governments, isn't that so?

Mr. NEWMAN. Yes, sir.

Mr. RANGEL. And so, there is really no federal program in anything. If you were to talk about prevention, after you get past that little red book that's published, which is very good, which is published by the Department of Education, that's the extent of the federal effort. You identify role models, you identify basketball players, and do things like that, and go into the communities, but there is no federal presence, because the philosophy of the Administration is that local and state governments should determine their own priority, isn't that true?

Mr. NEWMAN. They should establish the priorities, but with federal assistance and leadership, sir.

Mr. RANGEL. And, the leadership is coming from whom in this area?

Mr. NEWMAN. Well, many years ago—

Mr. RANGEL. On the federal level—no, I mean now.

Mr. NEWMAN [continuing]. Many years ago, thank God, Nancy Reagan was out on the point on this issue with the "Just Say No" campaign.

Mr. RANGEL. And, I agree with you 100 percent, that in the area of education, prevention and rehabilitation, the national leader in this area, notwithstanding who gets paid and who is appointed, is Nancy Reagan.

Mr. NEWMAN. Well, she was out on the point earlier—

Mr. RANGEL. No, I agree with you, and any time you want to tell me who her back-up is in this area, I'll accept it.

Now, with this partnership, Secretary Keating, I get the idea that this document is the Administration's legacy, a blueprint, for whatever follows, Republican or Democrat, and that you are going to try to improve, basically, the cooperation with agencies that are already there that have this responsibility.

I mean, basically, this document talks about sharing information, sharing resources, working more effectively as a team. Now, I thought that had been done, but the thing that strikes me about this document is that you never ask for one red cent for local and state police.

Now, am I right in stating that you've got 2,800 DEA agents, approximately, less than 3,000, that's right. Now, here are we talking, are you the lead agency against the war against drugs, DEA, out front? Not? I've supported you people for too long then. You are right out front, and before that it was the Federal Bureau of Narcotics, right? And, I am not wrong if I assume in this war I would go to the DEA and ask how are we doing, that that's the right place to go for domestic and international law enforcement. Am I right?

Mr. KEATING. Well, Mr. Chairman, let me answer your question in several ways, because you've asked several questions in one.

Mr. RANGEL. Is that the right agency for me to go to, and the American people to go, to say, is the Drug Enforcement Administration the Lead Agency?

Mr. KEATING. In federal drug investigations, yes.

Mr. RANGEL. I am only talking about federal. I quit the state legislature 18 years ago.

Mr. KEATING. Yes.

Mr. RANGEL. Now, in this effort, the total manpower, and womanpower, of the DEA is 2,800 men and women fighting this war, is that correct, in DEA?

Mr. KEATING. Well, DEA is the lead in federal investigations.

Mr. RANGEL. I'm only talking about lead, that's all I mean is lead.

Mr. KEATING. But, you have Customs, you have Border Patrol, you have the FBI, you have a large other federal investigative presence besides DEA.

Mr. RANGEL. And, overseas, the total size of our DEA Lead Agency is approximately 270.

Mr. KEATING. Well, you know, and I know, Congressman, that overseas DEA agents are not able to actively investigate violations and arrest criminals.

Mr. RANGEL. The only point I'm making, Secretary—

Mr. KEATING. They are there as—

Mr. RANGEL [continuing]. You may think about your size, but what I'm saying is that this Lead Agency means absolutely nothing unless you've got local and state back-up.

Mr. KEATING. That's true.

Mr. RANGEL. And, I think you would agree.

Mr. KEATING. Absolutely.

Mr. RANGEL. So, it wasn't that I intended to argue with you. The thing is that we've got 300 dedicated people overseas, 3,000 dedicat-

ed people throughout the United States, and they cannot do anything in this war in enforcing local and state and federal law without the manpower of our local and state police. And, I can't, for the life of me, see why budget after budget, the Administration denies appropriations or request appropriations for our local and state policemen. I don't understand it at all.

Mr. KEATING. Well, I think in a word, the '89 budget didn't have \$200 million as we did, I believe it was in '86, for state and local enforcement grants, because we need the money for federal law enforcement.

We were given 13 percent in the budget summit, which is considerably more than the 3 percent that the rest of the government got.

Mr. RANGEL. We've got a \$400 billion defense budget. You are dealing with friends here. You are not going to tell me that in fighting a war and bringing all of the people together, that the reason you denied those people on the front lines, because they are, is because you needed more money for the Lead Agencies, which are federal.

If you needed more money for the federal government, you know there is not a member of this committee that would not have gone to the floor and fought for that money.

Mr. KEATING. Right.

Mr. RANGEL. My question has nothing to do with the federal needs. You tell us, and God bless you, I'll be supporting it. My only question is, why does the Administration and the Office of Management and Budget, as a matter of policy, believe that we don't have any responsibility to assist local and state policemen? That's my only question.

Mr. KEATING. Well, I don't think—

Mr. RANGEL. It's not budget.

Mr. KEATING [continuing]. Yeah, I don't think the Administration says that. I think what the Administration says is, that to the extent that state and local law enforcement is participating in federal violations, we will share with them assets—

Mr. RANGEL. Don't say that, Mr. Secretary. There is no federal—there is no state narcotics criminal laws that are not federal violations. Possession and trafficking of narcotics in any state locale is in Title 18 of the U.S. Code. You cannot get arrested for violating state law without having a comparable part in Title 18. Am I right or wrong, with you lawyers in the back?

Mr. KEATING. You are right.

Mr. RANGEL. So, every time we make 80,000 arrests in the City of New York, we are enforcing the federal law.

Mr. KEATING. Well, you are also enforcing local law, and you are also enforcing state law. It is the responsibility of—

Mr. RANGEL. Listen, don't take me through Criminal Law 101—

Mr. KEATING [continuing]. State government to take care of state government, and—

Mr. RANGEL [continuing]. I know that. That's why they are making the arrest. They are not deputized.

Mr. KEATING. Well—

Mr. RANGEL. I'm saying, that if all of the arrests and the convictions, 98 percent of them, in enforcing existing federal law, while it is state law, why don't you recommend one nickel to help them to do it? Why is that when the Congress comes forward, not only do you testify against it, but every budget that you put forward you don't even request a nickel?

These guys that are being killed, they are just as dedicated as DEA, FBI. Isn't it a national issue?

Mr. KEATING. Well, DEA, for example, has spent \$30.1 million last year in reimbursement to state and local government for their task forces, federal drug investigation task forces.

Mr. RANGEL. Mr. Byrne, who is the greatest legislative supporter of the Drug Enforcement Administration that comes to your mind?

Mr. BYRNE. Immediately, sir?

Mr. RANGEL. Yes.

Mr. BYRNE. Mr. Rangel.

Mr. RANGEL. Okay. So, don't tell me about the great job that the DEA has done. Now, the people who don't respond that way, is my police chief, and my state police, and I'm asking, are they not entitled to some help from the federal government?

Mr. KEATING. In FY89, Mr. Chairman, we anticipate giving state and local government, in asset forfeitures from Customs and DEA, a total of \$112 million. That's—

Mr. RANGEL. Do you know of—

Mr. KEATING [continuing]. A significant amount of money.

Mr. RANGEL [continuing]. Any part of the federal government that is based on how much the local locale seizes, as how their budgets are going to be funded? I mean, would you ever think that we would send in our military to some enemy country and say that whatever guns you get from the enemy you can keep half of them?

I mean, you are lucky if the state turns any of this thing that they confiscate over to the federal government, which they do, and it takes two years to get it back.

Mr. KEATING. Well, that's not true.

Mr. RANGEL. Well, it takes a long time. But, that's not—

Mr. KEATING. No, I'm saying, we're talking about—

Mr. RANGEL. What I am talking about, budget.

Mr. KEATING. Yeah.

Mr. RANGEL. Why does the President of the United States not request one nickel for the dedicated law enforcement officers in the towns, and villages and states of this Republic, to fight drugs?

Mr. KEATING. And, I answered your question, that in preceding fiscal years we have supported that. This particular, in '88 and '89, we are not because we need the money.

Mr. RANGEL. What year have you supported it?

Mr. KEATING. In the '87 year, \$200 million was included, as I recall, '86 or '87.

Mr. RANGEL. That was in the Omnibus Drug Bill.

Mr. KEATING. '86, sorry.

Mr. RANGEL. That was a veto-proof bill. It was resisted right down to the White House. You couldn't do a darn thing about that bill, and it's never been in the federal budget, and it's not in this budget. And, if you are saying there is not enough money to go around, then all I'm saying is that what solidifies your priority? I

don't have any problem with your answer, because I've been saying it to anyone who would listen. It just doesn't have the fiscal priority that it warrants.

And, if you think for one minute that I'm asking for money for New York City policemen, to take away from the DEA, I'm not getting caught in that political bag. There is enough money out there to fight this problem.

And, I tell you who hasn't got a problem with money, and automatic weapons, and manpower, and organization, drug traffickers. Mr. Dornan.

Mr. DORNAN. Thank you, Mr. Chairman.

Gentlemen, I hope you are aware of what's happening here with this committee, it's Chairman, and this issue across America.

Over the Easter break, I visited EPIC, the intelligence center in El Paso, and I was very impressed, as usual, with the people involved in this fight with the personnel, and unimpressed with the facility, although, they are building a new one a few feet away that's going to open in October, but the allocation of the funds is so small, and the problem so enormous, that you can't watch youths for more than 20 minutes to a half hour. Well, if you take CNN No. 2, and watch the headline news, which rolls every 20 minutes, you will see a drug story of increasing enormity, either in sizes of seizures, or who gets away.

Now, I was in Honduras two and a half weeks ago, and I stood in the street in front of the embassy and looked at this four-story building, and said, "You know, I was here seven years ago and told you you better put a wall around that building. It's probably not in the foreseeable future, but some day that building is going to be destroyed." It was destroyed five days later, at the cost of \$5 million, and why was it burned down by a charged crowd of students, many of them Leftists, was because we had seized, I thought it was legal, this guy, Juan Matta, this drug loader, and it cost us \$5 million and a facility in Honduras, the four-story annex building to our embassy, and this was a better building by ten times than the facilities that EPIC finds itself in.

Now, I don't want to give you a history lecture on how the Republican Party has lost some great issues, but, you know, most of the blacks in rural America think Franklin Delano Roosevelt freed the slaves, and 95 percent or more will vote for Jessie Jackson. But, some of us recall that the great emancipator was our first Republican President, who is conceded by all historians of any political affiliation to be the greatest president we've ever had. So, we kissed off that issue somehow starting with the assassination of Lincoln.

Now, take the environmental issue. I grew up a few blocks from the American Museum of Natural History. There is a big beautiful statue of a Republican President on horseback with a stalwart Indian at his side, Teddy Roosevelt, and in all of the accolades in the concrete semicircle surrounding that beautiful statue at the entrance to the museum it says, "Statesman, diplomatic explorer, President," one of them says, "Environmentalism," or, no, "Conservationist."

And, somehow or other, the Republican Party seems to have lost that issue, if you listen to the presidential candidate. Well, let me

warn you of something, and I want you to take this back to Secretary of the Treasury, Mr. Baker, I want you to take it back to Secretary Bowen, so that they can take it to the next Cabinet meeting, this Chairman is passionate because he represents a district that's being ripped asunder by narcotics abuse of all controls and gang warfare.

In my own area of California, we had 387 gang killings, and we're already outstripping those figures the first three and a half months into this year.

So, I have a concern in this area too, and all of us have children and grandchildren, I just had my seventh grandchild, I'm worried about this ripping our country apart.

And, you'd better take back to the Cabinet of this Republican Administration that although this Chairman has no hidden agenda, I can smell it coming, that the Republican Party is going to lose this issue. I see the presidential candidates already trying to beat George Bush, who has a good record as the Chairman of the South Florida Task Force, they are going to beat him around the head with this drug issue, when I sat on television for seven years and listened to conservative judges, conservative lawyers, conservative teachers, like my younger brother, a high school teacher, conservative television and radio people like myself, conservative people begging in the motion picture industry to stop the glorification of drugs.

It was taking off like an Apollo rocket ship, vibrating the whole country in the '60s and '70s, and this liberal philosophy of, if it feels good, do it, drugs can be recreational, turn in tune on dropout, sold the whirlwind that we are reaping right now.

And now, my party is going to lose the issue, because I'm told by one of the bosses of the men in the front row that when a case was made to Mr. Meese, and I like him, I don't want to add to his problems, that we needed a Cabinet officer for this gut-ripping problem, he said, "No, no, I don't want to give up that responsibility out of the Justice Department."

When a case was made that the Vice President should have this authority, as a formal Cabinet job, the idea was "poo-pooed" at the Cabinet level.

You'd better tell your Secretaries that this is going to become a political football if we don't wake up, and take some of the recommendations of even Management and Budget, and I don't think it's big enough coming out of that office, we had better face up to this problem because the liberal voices out there are saying that narcotics are a bigger threat to this country than the Soviet Union, they are precisely correct.

And, I can remember vividly when our President, recovering from some of his gunshot wound in 1981, was coming back up to speed at Thanksgiving of 1981, he said at the Western White House that he "still believes that if this Republic ever declines and decays it will be rot from within, not from a Soviet threat from without." That from the President, who correctly called the Soviets "an evil empire."

We are starting that process of advanced rot right now, and Hollywood is not giving us any help. You can turn on the news today and see all of the arguments back and forth about movies that do

or do not glorify the drug warfare in L.A., but I'm telling you my Republican Administration had better wake up, that this is an issue that's going to be number one, along with AIDS, which has to do with the other side of permissiveness, drug permissiveness and sexual permissiveness, shoved in the faces of our young kids for 20 years is reaping this whirlwind. And, these issues, I do not feel, are being approached with the same passion that you get out of the Chairman of this committee and the Chairman of the task force that I sit on on Foreign Affairs, Larry Smith.

I don't know whether the debate between Bill Bennett, Secretary of Education, and Frank Carlucci, Secretary of Defense, I don't know what the outcome of that is going to be, whether we are going to send more Black Hawk helicopters to the coca growing fields of Bolivia, or whether we're just going to use our military people along the border. But, when I see \$100 million plus blow up in Pakistan to try and save people in the Mujahideen areas of Afghanistan, where one third of the heroin comes into this country from, I know that we're not going to be rid of a problem in Afghanistan to just solve the Soviet occupation.

It's what they are doing to our country with the drugs that come out of every war ridden area, because you can't take care of it. When here Members of the House, that have now gone on to the Senate, suggest an intersection in Vietnam, I have to laugh, because my staff was just up at Chiang Mai, where they are told by DEA agents that drugs coming out of the Golden Triangle are being shipped through Vietnam, with Communist government complicity, out of Da Nang to poison the free world, the Western World and the United States.

Mr. Gilman said there is a million cocaine addicts. I'm reading in the columns now, by liberal columnists, that it's 6 million cocaine addicts in the United States, out of the 30 million users.

I watched Jesse Jackson on the evening news this morning ask an all white audience at a Catholic high school, stand if you have a friend or know a friend or have used drugs yourself. The whole student body stood en mass laughing at the fact that they all got up so fast, every one of them. You rarely see Jessie Jackson surprised. He was a little bit taken aback by that overwhelming unanimous response from a middle class, if not upper middle class, high school.

We have a major problem. For God's sake, will you help me convince George Bush, and I'm the first Congressman to have endorsed him, that if Education is a problem that requires a Cabinet officer, if Veterans' Affairs is a problem that requires a Cabinet officer, if Energy is a problem that requires a Cabinet officer, then this issue that's destroying our nation demands a 15th Cabinet officer sitting at the President's elbow at every Cabinet meeting. And, if I were the President of the United States, starting in January, '89, I'd ask for a report from that Cabinet officer before I asked for the Soviet threat assessment, or what's happening at Transportation, or any one of the Cabinet officers, the four that we've added just in the last 12 years.

Please, take that message back. I don't want to harangue you or ask you how well you think you are doing. I think my Chairman on this committee is correct. In a bipartisan spirit, I do not see a strategy.

All these fine-print charts add up to one thing, as Stan Parris whispered to me before he left, he said, "All those charts say is, teach kids not to use drugs." Well, it's going to take a massive effort, a true war on this evil if we're going to get a handle on this, and Western Europe will probably, because they are so fragmented in their governments, and languages and cultures, they are going to sit around and watch whether or not we win this battle or not.

Please, take the message back, and let's make this a bipartisan approach, where the Presidential candidates, after the conventions are over, really can't outdo one another, or engage in "one-upmanship," because it's a national program to save the next generations from recreational drug use, which, of course, includes alcohol.

Thank you very much. Thank you, Mr. Chairman.

Mr. RANGEL. Mr. Dornan, the eloquence of your statement speaks for itself, and I'm proud to serve in the same Congress with you.

The Chair recognizes Mr. Lewis.

Mr. LEWIS. Frankly, Mr. Chairman. I don't know whether to applaud or ask any questions. I think, at this point, Mr. Chairman, I'll just pass.

Mr. RANGEL. Ms. Collins?

Ms. COLLINS. Thank you, Mr. Chairman. Mr. Chairman, before I ask my questions, I have an opening statement that I'd like to have made a part of the record at the appropriate place, and ask unanimous consent to do so.

Mr. RANGEL. Without objection, Ms. Collins.

[The statement of Ms. Collins appears on p. 74.]

Ms. COLLINS. Thank you very much, Mr. Chairman.

Mr. Newman, I wasn't here when you gave your opening statement so I don't know whether you've covered this or not, but I was just wondering what is really being done regarding the AIDS Commission report, which said that there is inadequacy in the nation's drug treatment capacity. Could you give me an answer to that?

Mr. NEWMAN. That, as you know, Ms. Collins, is an interim report. The final report has not been delivered to the President, so we haven't had a chance to reflect on it.

Ms. COLLINS. Have you given any thought to what you might say in the report, and what you might do as a result?

Mr. NEWMAN. It is a concern. The largest growing segment of AIDS victims and patients, is the IV drug users. It is a concern.

Ms. COLLINS. Well, is there any strategy that you are working on at this time that is going to be incorporated in your overall drug strategy, to make sure that attention will be given to this very serious problem?

Mr. NEWMAN. Absolutely. We are engaged in that strategy right now. Drug addicts who are visiting treatment centers are tested for AIDS and given the counseling that's needed and the treatment that's needed.

Ms. COLLINS. I think it was mentioned a while ago, that there is some governmental corruption in a number of countries around the world, that such corruption is widespread among many drug producing and drug trafficking nations, and that this issue has to be dealt with before we can realistically expect to make any progress in halting the flow of drugs to the United States.

And, I'm wondering what policies the National Drug Policy Board has adopted that will curtail this official government corruption in these countries.

Mr. NEWMAN. Ms. Collins, you were delayed, and Mr. Keating just returned from an investigatory trip of that nature. Perhaps he could best explain.

Ms. COLLINS. Would you, please?

Mr. KEATING. Yes, Ms. Collins. It is a regrettable fact of life that there is so much money in drugs, such tremendous amounts of money are made drug traffickers and drug runners, that the drug thugs are able to buy and sell judges, buy and sell police officers, and, virtually, terrorize the official establishment of some countries.

I just returned with the Attorney General from Colombia. Colombia is, for intents and purposes, another Lebanon. It's very difficult to find anybody to serve as a judge, and they get young people right out of law school, because any older people are presented with the rather unpleasant fact of life, that either they accept bribery, and accept the reality of participating with the traffickers in releasing their fellows, or they receive copies of pictures of their children in the mail, which, of course, is a not so gentle reminder that if you don't participate and cooperate with us, your family and you are in very big trouble.

President Barco committed, to the extent that he can commit, every effort to cooperate with us in enforcement initiatives, every effort to purge his judiciary and his police and military services of corruption, but it is a reality that until such time as Americans quit consuming 60 percent of the world's supply of drugs, until such time as the American public is hit, or is quitting being so hit on destroying their civilization on drugs, a tiny country like Colombia, or a tiny country like Bolivia, that is the size of Texas and California, with 6 million people, with a gross domestic product, or a gross export product, less than \$600 million a year, those countries simply can't do it.

That is the reason, as we attempted to respond to Chairman Rangel, that we think a zero tolerance approach in this country to stop the demand, the increasing demand of drugs in the United States, is essential.

And, if that means, Mr. Chairman, that every abuser is arrested, because it is a criminal violation, then let every abuser be arrested.

In Miami, Florida, Congresswoman Collins——

Mr. RANGEL. That's not realistic, Mr. Secretary.

Mr. KEATING. If I may finish, Congressman.

Mr. RANGEL. You don't mean what you are saying——

Mr. KEATING. In Miami, Florida——

Mr. RANGEL. Let every user be——6 million arrests?

Mr. KEATING. Anyone who violates the law should be arrested. Whether or not that individual——

Mr. RANGEL. They don't even believe that in the U.S. Attorney's Office.

Mr. KEATING [continuing]. Whether or not that individual is prosecuted and jailed is discretionary with the prosecutor, but anyone who uses drugs should be made to pay. Anyone who uses drugs should be responsible for their actions——

Mr. RANGEL. And, that's our international drug strategy.

Mr. KEATING. No, that's not our international drug strategy.

Mr. RANGEL. Well, we are talking about Colombia—

Mr. KEATING. We are talking about zero tolerance.

Mr. RANGEL [continuing]. And you are telling me that after meeting with Barco there is no question that we should enforce the law with drug abusers.

Mr. KEATING. I'm saying that, the only way you are going to solve the problem is by slowing demand in the United States, stopping demand in the United States.

Our interdiction efforts are doing better than they ever have done, but the reality is, that Colombia, Bolivia, these small and weak countries, simply are incapable of doing the job themselves, simply incapable. We can provide military assistance, we can provide economic assistance, we can provide all of the backbone that we have attempted to provide as the Attorney General did during the course of this trip, but, ultimately, the solution lies with demand reduction in the United States.

All the help in the world abroad is not going to solve the problem.

Ms. COLLINS. It appears to me that the United States can take very strong action, as it has in Panama, when there is something that's going on that is contrary to our national interest.

Even though Bolivia, or any of those nations that we're talking about, are not in the financial throes that Panama was in, it seems to me that the government could take further action, either financial, economic or something of that kind, that would enable us to have a better handle on helping to develop a strategy that would be more meaningful in those countries.

Mr. KEATING. Well, and let me give you an example, Ms. Collins. Peru, President Garcia of Peru, and as Congressman Rangel noted in his early statements, presides over a country that produces some 80, 85 percent of the coca in the world. President Garcia, first, was shocked that his country was producing so much coca. Secondly, he said:

I want you to take back to the United States my personal commitment that I intend to be the President in this hemisphere that did more to help the United States solve this problem than anybody. I'm going to do what I can to expand eradication efforts, to use this experimental herbicide that we are finding is effective against coca here in my country, to do what I can to clear up any allegations of corruption, to personally take charge in my country to do something about this poison that, not only is destroying your society, but is going to potentially destroy my society as well.

Well, this was the message that we got from a man who certainly has been critical of the United States in many areas, and a man who has never said that before, but he's beginning to see that his society is at risk. Because, if a polluted river flows through your farm, eventually it will pollute the banks on both sides, and he knows if he's a source and a transiting country, pretty soon he's going to be a consumption country and have a real problem. And, I think that is a very positive development, and we've got similar statements of support from all five Presidents.

Ms. COLLINS. Thank you, Mr. Chairman.

Mr. RANGEL. Let me thank the gentleman from Ohio, Mr. Oxley, for—apologize for overlooking him. He was one of the earliest members here.

Mr. Oxley?

Mr. OXLEY. Thank you, Mr. Chairman.

LEAA, some of you may recall LEAA, and, perhaps, that might be one of the reasons why there is some timidity in the Administration about appropriating or requesting appropriations of a lot of money for state and local law enforcement.

I think the record is clear that there was a great deal of waste in the LEAA program, and I personally am aware of quite a bit of it, and I think that, perhaps, is one of the reasons why a somewhat reticent attitude may prevail in the Administration.

Having said that, though, I do think that we had best look at how we can appropriate funding for state and locals. They do a substantial amount of the work, the leg work, and the difficult work that it takes, and I do think that we have to look at a way that we can provide adequate help to them without the kind of waste and fraud that we saw in the LEAA program.

I think that really, in many respects, comes back to us in Congress, as to how we can best deal with that issue.

Somewhat like our friend from California, I had a chance to visit the Vice President's Task Force in South Florida last month, and had a chance to ask a lot of questions. One of the questions I asked of the Customs people, and the Coast Guard people, particularly, was do you have enough finances, do you have enough wherewithal, to handle the situation down here? I was, frankly, surprised that it was a rather positive response, that they felt, that morale was very high among the people down there. We had a chance to view the interdiction process at the airport, not only with individuals, but with packages and the cargo. We had a chance to go out on one of the fast boats and look at the interdiction process out there.

Mr. Chairman, I have to tell you, I was, amazed when we pulled over three separate vessels, just off the coast of Miami, all of them turned out to be clean and not involved with drugs. And, one of them was from up here in Reston, Virginia. Every one of those boats, in many cases, were simply private citizens out on their boat, every one of those boats were armed legally. One boat had a 357 Magnum, another had a 12-gauge shotgun, and another one had, I think, a 9 millimeter Baretta, giving some indication as to how difficult that region of the country is, and how dangerous the people that do this on a day-to-day basis, the danger that these people put themselves under every day of the week that they work down there.

But, I was particularly impressed with the morale and with the—I expected, frankly, somewhat of a different answer when I asked about the resources available. They felt that they had the resources available to do the job, and from my brief perspective on it, I would have to share that view.

They did say that a lot of the pressure that had been brought to bear by the South Florida Task Force had been successful in pushing a lot of this trafficking farther west.

As the Chairman knows, when we were in Mexico and visited the Southwest Border, that was the same story we were told there, was that the drug traffickers are, obviously, not dumb, and they understood that they go to the point of least resistance, and in this case they did, in fact, move west.

I was also struck, Mr. Chairman, by a recent poll, you may have seen it, just the other day, when the American public was asked about foreign policy questions, and what they felt was the most important foreign policy question facing this country, expecting to hear, I guess, Central America, or NATO, or Soviet/U.S. relations. I was, frankly, stunned to find that drug trafficking was by far, by far, the most important issue that the American public felt was facing them in the foreign policy realm. As a matter of fact, as I recall, of all of the different issues, I think 53 percent—

Mr. RANGEL. 63.

Mr. OXLEY. 63 percent?

Mr. RANGEL. Anti-communism was 21.

Mr. OXLEY. Yes. I think it was really indicative of how public opinion has formed on this, and our response, of course, is being watched very closely by the American public, because they've, obviously, had it up to here with the drug trafficking situation.

I remember watching the ABC special the other evening, which featured Peter Jennings in a story about drug abuse in this country, where they touched on a variety of issues. One of the things, Mr. Chairman, I found interesting was the successful prosecution of a number of employees of the Whirlpool Corporation, which is the largest employer in my home town of Findlay, Ohio, where they had actually hired undercover police officers to work in the plant to develop cases. That was in Marion, Ohio, as well as in Findlay, Ohio, in both Whirlpool plants. Using the cooperation of management at the Whirlpool plant was very successful in uncovering a great deal of cocaine selling, cocaine and marijuana, but, specifically, cocaine in that area of Ohio. An area, frankly, that we like to think is somewhat immune from that type of behavior. And yet, I think a lot of people had their eyes opened as well.

So that, the strategy clearly is important as we develop this national strategy that, Mr. Keating, you and Mr. Newman are working on. There is a great deal of frustration, I'm sure you can tell from this committee, about where we go from here, and how we get there as quickly as we can, and I, of course, share that frustration.

It's very clear to me that the American public has made their statement about drug trafficking, and as a foreign policy issue, it, frankly, surprised me that it would be so high on the agenda.

Let me ask a couple of questions, if I can, in regard to the Department of Education, particularly, since Mr. Bennett has been quite outspoken on this matter.

What action has the DOE, Department of Education, taken to approve interagency coordination with regard to illegal narcotics? Has there been any new developments with Education?

Mr. NEWMAN. Mr. Oxley, as you know they have distributed 1.8 million of their brochures, "Just Say No to Drugs," in to schools, and I will call on Dick Hays. Dick, can you follow up on that, please?

Mr. HAYS. I would be delighted, sir.

Mr. Oxley, the Department of Education, as you know, our Secretary has been outspoken on this issue. The Secretary made sure that the Drug-Free Schools and Communities Act was implemented properly. The Department also has served as the Lead Agency for the Prevention Education Committee of the National Drug Policy Board. We have about 18 good examples of cooperative relationships among the various agencies including HHS, Action, once with the Department of Justice. The Department of Education, together with 11 other agencies that comprise the prevention Education Committee have really operated in a cooperative manner to make sure that our efforts are well coordinated.

Mr. OXLEY. The 1.8 million brochures, by the way, that's a superb piece of information, what is the projection about the availability of that in this fiscal year? Will that continue to grow, will that 1.8 million continue to increase among our school children?

Mr. NEWMAN. I'll have to ask Dick Hays.

Mr. HAYS. Are we talking about the Drug-Free Schools and Communities Act, sir? ¹

Mr. OXLEY. Yes. What is the master plan? What is the ultimate that we could see reached in terms of the distribution of that kind of a program?

Mr. HAYS. Well, as you know, this is the year of the start-up, and all the state agencies have taken it seriously, and the Governors' offices have taken it seriously, and, as I indicated to Mr. Gilman, 80 percent of that money has been granted to the local education agency level, 70 percent of the Governors' money has been granted to community groups with a particular emphasis on high risk youth, this year the President has asked for the maximum that is authorized in the law. And, just yesterday we released an RFP which is going to help us take a look and make sure that we know how and for what purpose that money is being spent. This will enable us to make the improvements, if those are necessary.

Mr. OXLEY. Thank you.

Thank you, Mr. Chairman.

Mr. RANGEL. Thank you.

Mr. Keating, let me apologize for interrupting your remarks, and Congresswoman Collins, especially, as related to the arrest of abusers. I want to make it abundantly clear that I support the enforcement of the law, especially as relates to a lot of professional type people, doctors, lawyers, politicians, public servants, that somehow appear to be above the law because of the selective prosecution of existing law.

And so, I'm with you there. I am just saying that with the limited resources we have, it really hurts me politically to hear people say that if you really want to have a deterrent, go out there and start arresting the abusers. You have to walk with me, and I'll take any day in any major city that you want, and you will see that the drug abuser, in most cases, is also the criminal. He's being arrested six and seven and eight times, and we have no place to

¹ The witness misunderstood the Congressman's question; therefore, Mr. Hays' answer does not follow. The answer to Mr. Oxley's question about the availability and future distribution of *Schools Without Drugs* is that the demand from the public for copies of *Schools Without Drugs* is steady and we anticipate a continuing increase in distribution.

put them. And, you say, well, they don't have to go to jail. Well, I don't know, we don't have the court system, we don't have the prosecutors, it's not being done on the federal level, and I know you are not suggesting that we start doing it on the local level, when even the violent criminals we don't have the time, the space or the resources to prosecute.

But anyway, we'll work out the language later. I think all of us are saying that since this is the 11th hour in the Administration's history, let us all try to work together, at least in leaving a blueprint that we all can support.

In your International Strategy, there was a statement made on page 8 that we're going to have to develop a better strategy in South America, and that this is particularly true in Latin America, where an additional \$200 or \$300 million in economic support may be necessary.

And then, I see that none of this money was requested for Latin America. So, I assume that your projection as to what may be needed, you are talking about the next Administration?

Mr. KEATING. Well, Mr. Chairman, let me say this. The strategies were drafted around the budget constraints of fiscal years '88 and '89. The strategies before you are fully funded for fiscal years '88 and '89. They are not what initially was requested by some of these Lead Agencies, but as a result of the budget summit between the Congress and the White House, these were the figures that we were told we would have available for the purpose of implementation of the strategy for these two years.

I have requested, as the Acting Chairman of the Enforcement Coordinating Group, that we go back to each of these agencies for fiscal year '90 and beyond, and present to us their hard requests for the five strategies, including the International Strategy, of what they feel will be necessary to fully implement these strategies.

There is no doubt in my mind, as a result of this meeting that I had with the Presidents of these countries, with the Attorney General, representatives of the State Department, Doctor MacDonald went along as well, and Jack Lawn, the head of DEA, that we are going to have to come back, not only in the Interdiction Strategy, with requests for additional assets to fully complete our line of defense on the Southwest and the Southeast from maritime and air attack. But, we are also going to have to come back and ask for developmental assistance, economic assistance, and to the extent appropriate, weapons, to assist the police agencies of these countries that are trying to help us.

We were in, and I believe you were there as well at one time, Mr. Gilman, and I know that you are aware of this, Mr. Chairman, we visited the Japari, and talked to the Umapar soldiers. The weapons that they have are old, crusty M-1s, many of which don't even fire. Each of those individuals has maybe three or four rounds, that's all the ammunition that they have.

If they are going to do our bidding as well as their own, to assist us in fighting this poison that comes into our shores, then we are going to have to provide the technical assistance, economic assistance and training that they need to do the job there.

So, I would anticipate that as we review these needs for fiscal year '90 and beyond, there will be requests accordingly.

Mr. RANGEL. Well, I know you have to leave at noon, and I want to make certain that Mr. Gilman has a chance, but last year we attended an Andean conference on behalf of the Speaker, met with the legislative leaders, and they came together and made a request that our President call a summit meeting, much like what our Attorney General has done in stopping, but merely to development strategy to knock aside the border differences that they still have, and to develop a strategy among themselves.

I do hope that you might be able to persuade the President to once again consider before he leaves office bringing together the leaders of Mexico, Central America and South America to send a message to the world that we are united in this fight.

And, the last thing I have to say is this. Since so much of the strategy concerns the international approach, without, you know, belittling the fact that we have to reduce our demand, it would be helpful to this American citizen if you can, at the Policy Board, encourage the Secretary of State to share his prestige; his expertise; and the fantastic job that he's doing in the Middle East, against terrorism, against Communism, to publicly say a word against this war against drugs. So that, when we visit these countries, it won't be as though it's just a Congressional political concern, but, indeed, it is a threat to our national security as it is to the friendly democracies that we visit.

If you could do those two things, then to me that would be the most concrete strategy that you could leave as a legacy for the Reagan years, and I appreciate your courtesy.

Mr. Gilman?

Mr. GILMAN. Thank you, Mr. Chairman. I won't prolong the hearing, recognizing the time constraints, and I regret that I had to go to another hearing that was underway.

Mr. Keating, just one request with regard to your recent trip to Latin America. Did you come back with any recommendations, any policy changes that you are going to implement?

Mr. KEATING. Yes, we do have those that are in the oven, so to speak, right now, Mr. Gilman. I'll be happy to share those with you once they are formally developed. The Attorney General remained in Atlanta to speak at a Pride Conference. I have to leave to go out West, as a matter of fact, right now to speak to the former U.S. Attorneys on much of these same subjects.

But, the policy changes, whatever additional statutory assistance we need, we'll be happy to share with you, and as it is formulated when the Attorney General returns.

Mr. GILMAN. As you may recall, we met with the Attorney General several months ago, some of the Ranking members of this committee, and some of the other committees in the Congress, to discuss the formulation of strategy. And, at that time, we were told there would be periodic meetings.

I would hope you'd encourage those periodic meetings. I think it's important that we try to work closely together. After all, we are all interested in achieving the same goal, and that's to have a drug-free America, and the only way we are going to accomplish

that is by the Legislative Branch working closely with the Executive Branch.

Mr. RANGEL. Well, who are we going to meet with, Mr. Gilman? We've got the Republican Convention and the Democratic Convention. We are all running for reelection. Who are we going to meet with?

Mr. GILMAN. Well, I would hope that we could meet with the policy people who are at work on this new strategy and those who are trying to implement the new strategy, so that we can understand what may be needed by way of legislative initiative, not only in the 100th Congress, but in the 101st Congress, so that some work can be started in those directions.

And, I thank both of our witnesses for appearing before us today. Thank you, Mr. Chairman.

Mr. RANGEL. Put out the light when you leave. Thank you very much.

[Whereupon, at 12:04 p.m., the Select Committee was adjourned.]

[Statements and submissions for the record follow:]

OPENING STATEMENT

OF

THE HONORABLE CHARLES B. RANGEL
CHAIRMAN

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

HEARING ON

THE NATIONAL DRUG POLICY BOARD'S STRATEGY PLAN

APRIL 14, 1988

GOOD MORNING. TODAY'S HEARING CONTINUES THE SELECT COMMITTEE'S OVERSIGHT OF THE NATION'S ANTI-DRUG TRAFFICKING AND ABUSE POLICIES AND STRATEGIES.

SPECIFICALLY THIS HEARING FOLLOWS-UP THE COMMITTEE'S DECEMBER 8, 1987 HEARING AT WHICH REPRESENTATIVES OF THE NATIONAL DRUG POLICY BOARD WERE INVITED TO TESTIFY ABOUT THE ADMINISTRATION'S ANTI-DRUG STRATEGY. AT THAT TIME WE WERE TOLD THAT THE POLICY BOARD WAS REVIEWING FEDERAL DRUG ABUSE PREVENTION AND ENFORCEMENT STRATEGIES PROPOSED BY THE AGENCIES AND WOULD BE MAKING RECOMMENDATIONS TO THE PRESIDENT. WE WERE TOLD THAT THESE STRATEGY DOCUMENTS WOULD INCLUDE RECOMMENDATIONS TO CONGRESS FOR POLICY, REGULATORY, AND STATUTORY CHANGES, AS WELL AS RESOURCE ADJUSTMENTS OR ENHANCEMENTS.

AT PRESENT, THE COMMITTEE HAS RECEIVED DOCUMENTS LABELED "DRAFT REPORTS OF THE LEAD AGENCY COMMITTEES." THESE REPORTS -- NINE IN ALL -- ADDRESS THE FOLLOWING NARCOTICS STRATEGY AREAS: INTERNATIONAL, INTELLIGENCE, INVESTIGATION, INTERDICTION, PROSECUTION, EDUCATION/PREVENTION, HIGH-RISK YOUTH, MAINSTREAM ADULTS, AND TREATMENT.

HAVING REVIEWED THE REPORTS, LET ME SAY THAT THE STATED GOALS ARE COMMENDABLE. IN ALL AREAS, HOWEVER, THE QUESTION REMAINS HOW WILL THESE GOALS BE ACHIEVED? WHAT RESOURCES

WILL WE NEED THIS YEAR, NEXT YEAR, FOR THE NEXT FIVE YEARS?

THESE DOCUMENTS ARE ISSUED AT A TIME WHEN THE DRUG TRAFFICKERS SEEM TO BE GAINING CONTROL, BOTH ABROAD AND IN COMMUNITIES AT HOME.

O INTERNATIONALLY, WE ARE SEEING ONE NATION AFTER ANOTHER OVERWHELMED, THEN OVERPOWERED BY THE DRUG TRAFFICKERS. ALLEGATIONS OF INVOLVEMENT OF PUBLIC OFFICIALS WITH DRUG TRAFFICKERS IN COUNTRY AFTER COUNTRY ARE NOW ALMOST A WEEKLY OCCURRENCE -- COLOMBIA, PANAMA, HAITI, HONDURAS, MEXICO, THE BAHAMAS AND THE LIST CONTINUES TO GROW.

O ON THE SEAS, IN THE AIR, AND ON THE LAND, WE ARE OUT GUNNED, OUT-PERSONNELED; AND OUT SMARTED BY THE TRAFFICKERS. YES, THERE HAVE BEEN MAJOR DRUG SEIZURES, BUT THEY SEEM TO HAVE LITTLE OR NO EFFECT ON THE DRUGS AVAILABLE ON THE STREET.

O BUT, WE DO NOT HAVE TO LEAVE THE COUNTRY TO SEE COMMUNITIES OVERWHELMED BY DRUG TRAFFICKERS. POLICE OFFICERS ARE BEING KILLED FIGHTING THIS WAR. INNOCENT CHILDREN HAVE DIED, CAUGHT BETWEEN THE GUN FIRE OF RIVAL DRUG GANGS.

O OUR STATE AND LOCAL DRUG LAW ENFORCEMENT RESOURCES ARE EXTENDED TO THE MAXIMUM. BUT, DRUG ENFORCEMENT IS A STATE AND LOCAL PROBLEM, ACCORDING TO THE ADMINISTRATION AND AS INDICATED BY THE ADMINISTRATION'S CONTINUED FAILURE TO REQUEST FUNDS FOR CONTINUATION OF THE STATE AND LOCAL NARCOTICS ASSISTANCE PROGRAM.

O CORRUPTION OF OFFICIALS IS ALSO NO STRANGER TO OUR COMMUNITIES. POLICE DEPARTMENTS ARE BEING INFILTRATED BY THE LURE OF DRUG MONEY AND THE INFLUENCE OF THE TRAFFICKERS.

O DRUG-RELATED HOSPITAL EMERGENCIES AND DRUG RELATED DEATHS CONTINUE TO INCREASE.

O DRUG-RELATED ACCIDENTS ARE INJURING AND KILLING AMERICANS.

O TREATMENT IS SIMPLY NOT AVAILABLE TO THOSE WHO NEED IT. THE NUMBER OF INDIVIDUALS IN NEED OF TREATMENT IS SIGNIFICANTLY GREATER THAN OUR TREATMENT CAPACITY. WE WILL NEED MORE FACILITIES AND MORE PERSONNEL TO MEET THIS DEMAND.

O THE ONLY GOOD NEWS THIS PAST YEAR IS THE HIGH SCHOOL SENIOR SURVEY WHICH REPORTS A DECREASE IN ILLICIT DRUG USE

AMONG THESE STUDENTS. FRANKLY, THE REPORT THAT 57 PERCENT OF AMERICANS HIGH SCHOOL SENIORS STILL INDICATES WE HAVE A LONG, LONG WAY TO GO.

O AND THEN, THERE ARE THE TINIEST VICTIMS OF THE DRUG EPIDEMIC. MORE BABIES ARE BEING BORN SUFFERING THE EFFECTS OF ADDICTION OR EXPOSURE TO DRUGS IN THE WOMB. OTHER BABIES ARE BORN AFFLICTED WITH AIDS, THE PRIMARY SOURCE OF WHICH IS PARENTAL INTRAVENOUS DRUG ABUSE.

THE TRAGEDIES OF THIS EPIDEMIC GOES ON AND ON. THE EPIDEMIC IS TAXING OUR LAW ENFORCEMENT RESOURCES. IT IS STRAINING OUR HEALTH CARE SYSTEM. THE DEVASTATION AND DISORDER IN NEIGHBORHOODS, COMMUNITIES, AND GOVERNMENTS THREATENS OUR NATIONAL SECURITY, OUR NATION'S SURVIVAL. WE ALL ARE VICTIMS OF THE DRUG EPIDEMIC.

HOW WILL THE PROPOSED STRATEGIES STEM THIS TIDE? DO THESE PROPOSALS REPRESENT TOO LITTLE TOO LATE? WHERE CAN WE EXPECT THE WAR TO BE IN FIVE YEARS?

IN ADDITION TO THE SPECIFIC STRATEGIES PROPOSED IN THE LEAD AGENCY COMMITTEE REPORTS, THE COMMITTEE WOULD LIKE TO HEAR ABOUT OTHER PROPOSALS BEING CONSIDERED BY THE NATIONAL DRUG POLICY BOARD. OF SPECIAL INTEREST AND CONCERN IS THE PROPOSAL TO CREATE A MULTINATIONAL POLICE FORCE TO RESTORE

ORDER IN LATIN AMERICA. ACCORDING TO MEDIA ACCOUNTS, THE POLICY BOARD IS SEEKING AN "EXPEDITED DECISION" ON THIS PROPOSAL. WOULD THIS MULTI-NATIONAL POLICE FORCE INCLUDE THE U.S. MILITARY? HOW WOULD IT BE ORGANIZED AND CARRIED OUT? WHO WOULD DETERMINE WHEN, WHERE, AND HOW THIS POLICE FORCE WOULD INTERVENE? WE WILL WANT TO LEARN MORE ABOUT THIS PROPOSAL.

DURING THE WHITE HOUSE CONFERENCE ON A DRUG-FREE AMERICA, JUST LAST MONTH, THE PRESIDENT SAID WE WERE TURNING THE CORNER IN THE WAR ON DRUGS. HE AND I SEEM TO BE STANDING ON A DIFFERENT STREET, LOOKING AROUND A DIFFERENT CORNER. FROM WHERE I STAND, WE HAVE BARELY BEGUN TO FIGHT. BUT, I STILL BELIEVE WE CAN WIN THE WAR AGAINST DRUGS IF WE HAVE AND IMPLEMENT A COMPREHENSIVE ANTI-NARCOTICS STRATEGY. I SINCERELY HOPE THAT WE WILL TODAY -- FINALLY -- LEARN WHAT THE PRESIDENT'S NATIONAL ANTI-DRUG STRATEGY IS.

I WANT TO THANK YOU, MR. KEATING AND MR. NEWMAN FOR TESTIFYING BEFORE US ON BEHALF OF THE NATIONAL DRUG POLICY BOARD TO DISCUSS THE LEAD AGENCY COMMITTEES' STRATEGIES. I ALSO WANT TO THANK THE REPRESENTATIVES FROM THE LEAD AGENCY COMMITTEES FOR APPEARING TODAY. WE HAVE MUCH TO DISCUSS THIS MORNING.

TESTIMONY OF FRANCIS A. KEATING, II
ACTING CHAIRMAN OF THE ENFORCEMENT COORDINATING GROUP
OF THE NATIONAL DRUG POLICY BOARD
BEFORE THE HOUSE SELECT COMMITTEE ON NARCOTICS
APRIL 14, 1988

Mr. Chairman, I am pleased to appear before you today as the Acting Chairman of the Enforcement Coordinating Group of the National Drug Policy Board to testify on the enforcement, or "supply side," Lead Agency Strategies recently presented to the Congress by the Policy Board.

With me this morning is Don Newman, Under Secretary of the Department of Health and Human Services. Mr. Newman is appearing on behalf of Policy Board Vice-Chairman Otis Bowen and will be reviewing the Policy Board's "demand-side" strategy implementation plans. Together, we will bring you up to date on our efforts to improve the national drug policy and strategy process, as the Attorney General promised you last December.

Specifically, I will describe the new comprehensive national strategy recently developed for the National Drug Policy Board by the five enforcement Lead Agency Committees, and the process by which these strategies were created.

As you know, the National Drug Enforcement Policy Board was created by the National Narcotics Act of 1984. An Executive Order of March, 1987 added to the Board responsibility for demand-side issues and to reflect this expanded focus changed the

name to the National Drug Policy Board. The National Drug Policy Board is organized in three tiers:

1. The cabinet-level Policy Board, chaired by the Attorney General, meets monthly and develops overall drug program policy, facilitates coordination, and resolves interagency issues.
2. Two agency-level Coordinating Groups, one which deals with demand-side issues and one which deals with supply-side issues, translate the Board's policy decisions into an integrated strategy. Dr. Ian Macdonald chairs the Drug Abuse Prevention and Health Group, and I chair the Drug Enforcement Group.
3. Nine lead agency committees, created by the Board in May, 1987, submit strategy plans to the Policy Board for approval, implement the strategy, and work to ensure interagency coordination within their particular area of responsibility.

As noted in the March 12, 1988, GAO report on the Policy Board--and I quote--"The Policy Board brings together...officials at several levels--cabinet members, agency heads, and program managers--enabling them to discuss, plan, and coordinate operations and programs and provides a forum to discuss and resolve interagency disputes. GAO believes that the Policy Board's efforts to facilitate coordination have been worthwhile and responsive to the requirements of the law establishing the Policy Board."

As part of its coordination effort, in May, 1987, the Policy Board issued its Lead Agency Directive designating lead agencies for the nine functional areas of the Federal drug control program. Of the nine lead agencies, five were designated for Enforcement. The Drug Enforcement Administration (DEA) is the lead Federal agency responsible for drug investigations and for intelligence. The Justice Department is the lead Federal agency for the prosecution of drug trafficking investigations and related crimes. The State Department is the lead Federal agency responsible for coordinating the U.S. drug control efforts overseas. The Customs Service is the lead Federal agency responsible for the interdiction of illicit drugs into the United States; Coast Guard is the principal deputy.

In August, 1987, the Attorney General tasked each Lead Agency Committee to develop a document detailing the policies, strategies, programs, objectives, and necessary resources for its area of responsibility. In September, 1987, the initial drafts of these strategies were provided to the Policy Board staff.

In October, 1987, the Enforcement Coordinating Group and the Prevention and Health Coordinating Group reviewed each draft strategy. After revisions were made, the Policy Board reviewed each strategy document during November and December, 1987.

In January, 1988, the Policy Board approved in principle the nine Lead Agency Strategies. In addition, the Board reviewed and discussed the President's FY89 Federal Drug Budget, which provided

an overall increase of 13% over FY88. In February, the Lead Agency Committees were requested to convert their strategy planning documents into FY88-89 strategy implementation plans consistent with available resources.

Members of the House and Senate and their staffs were briefed on the strategy implementation plans on February 25 and 26, 1988. On March 9 and 15, 1988, final drafts of each Lead Agency Strategy implementation plan were provided to over 150 members of Congress.

I will now summarize the contents of the five Enforcement Strategies beginning with the strategy developed by the Intelligence Committee chaired by DEA.

INTELLIGENCE STRATEGY

The principal objectives of this strategy are to:

- o Expand and improve the collection, analysis, and dissemination of intelligence information; improve support to programs and functions of other strategies; and improve coordination.
- o Assess responsibility for drug intelligence requirements.
- o Improve all-agency, all-source field collection.
- o Ensure full dissemination in a timely manner and in a useful format.
- o Support tactical, strategic and operational requirements with increased analysis and estimation capabilities.

- o Integrate systems for communication, storage, retrieval and sharing of intelligence information.

INTERNATIONAL STRATEGY

The principal objectives of the strategy developed by the International Committee are to reduce the supply of cocaine shipped from Latin America; reduce the amount of heroin shipped from Asia and Mexico; reduce the amount of marijuana entering the United States from worldwide sources; increase intolerance for drugs and stimulate focused support for effective narcotics control worldwide; eliminate major trafficking networks and cartels; and secure increased international cooperation in worldwide narcotics control matters.

Highlights of this strategy include:

- o Negotiation of international agreements to provide for the reduction of the amount of coca, cannabis, and poppy cultivation through eradication and other law enforcement operations.
- o Increasing host-nation eradication and other law enforcement activities, including destruction of clandestine laboratories and airfields, through cooperation with country law enforcement agencies, enhanced training, better intelligence sharing, and tight controls on precursor chemicals.
- o Strengthening the legitimate economies of Latin American and Caribbean countries and encouraging these countries'

acceptance and adoption of the U.S. Government's cocaine control efforts through additional economic support and military assistance.

- o Utilizing public diplomacy initiatives to raise public awareness and increase demand-reduction efforts worldwide.
- o Assisting countries in reducing the demand for heroin, cocaine, and marijuana through dissemination of prevention and treatment information, technical assistance, and training with host countries and international organizations.
- o Assisting nations to strengthen their legal and judicial systems to eliminate narcotics trafficking organizations.
- o Securing international cooperation on financial investigations and asset seizure and forfeiture to prohibit money laundering of narcotics profits.
- o Gaining consensus among developed nations that positive performance in narcotics control is a condition for aid to producing and trafficking countries.

INTERDICTION STRATEGY

The primary goal of the National Interdiction effort is to reduce the quantity of illegal drugs entering the United States by targeting the transportation link between drug supply and demand. More specifically, interdiction focuses on the detection,

sorting, interception/tracking and apprehension of illegal drugs as they move from their departure zone in source countries, along smuggling routes (transit zone) to our borders (arrival zone). The objective of the interdiction strategy is to raise the level of risk to the point where significant numbers of organized smuggling groups will cease operation and to deter other potential smugglers from entering the trade.

The Interdiction Strategy is divided into three parts which address the separate but interrelated issues of air, land, and maritime smuggling. The following is a synopsis of the three plans:

Air Interdiction Strategy Implementation Plan

The Air Interdiction Plan is designed to interdict general aviation aircraft transporting illegal drugs into the United States. Objectives of the Plan are to:

1. Strengthen a fixed detection net in the Southeast.
2. Develop a fixed detection net in the Southwest.
3. Begin to establish a mobile detection net in departure zones near source and transit countries.
4. Improve the sorting process by establishing command, control, communications, and intelligence (C3I) Centers in the Eastern and Western United States.
5. Improve interception/tracking and apprehension capabilities to respond to improved detection and sorting.

6. Provide dedicated air detection support to the Maritime Interdiction Strategy Plan.

Land Interdiction Strategy Implementation Plan

The Land Interdiction Strategy Plan is intended to interdict illegal drugs at airports, seaports, land border ports, between ports of entry and in international mail. Objectives of the Plan are to:

1. Improve targeting through more sophisticated use of the Automated Commercial System (ACS) computer data base for every commercial importation, especially aimed at containerized cargo.
2. Increase the number of "100 percent" inspections of containers and commercial trucks.
3. Mobilize available resources along the Southwest Border through increased coordination of all agencies (Operation Alliance).
4. Expand cooperative programs and data exchange with private industries involved in international trade and travel to improve detection and sorting systems.
5. Establish an information base for interdiction targeting in departure zones through special analytical teams.

Maritime Interdiction Strategy Implementation Plan

The Maritime Interdiction Plan is intended to interdict illegal drugs being transported through the maritime region into the United States. Objectives of the Plan are to:

1. Increase maritime interdiction capabilities in departure zones off source countries to perform surge and pulse operations.
2. Increase detection and apprehension assets in Caribbean "Choke Points".
3. Address air drops in the Bahamas with helicopters, by operating existing radar balloons (aerostats) and adding aircraft detection and maritime interdiction assets in the arrival and transit zones.
4. Improve sorting of maritime drug smugglers from legitimate vessel traffic in the arrival zone.

INVESTIGATIONS STRATEGY

The principal objectives of the Investigations strategy are to immobilize trafficking organizations by arresting the most significant members; reduce the availability of illegal drugs through seizures, eradication, and precursor chemical controls; and remove drug-related assets through seizures and forfeitures.

The objectives of this strategy are to:

- o Emphasize multi-agency investigations.
- o Target and prioritize the cartels and organizations of the highest level violators.
- o Monitor distribution of precursor chemicals.
- o Increase initiatives against clandestine laboratories.
- o Support domestic and foreign eradication.
- o Apply seizure and forfeiture statutes.

- o Assign resources to priority targets.

PROSECUTION STRATEGY

The principal focus of the prosecutions strategy is to better marshal our Federal efforts to reduce the supply of illegal drugs in the United States by pro-active targeting of major traffickers, assisting state and local narcotics prosecutions, and attacking significant local and regional narcotics threats. The objectives of this strategy are to:

- o Divide prosecution and assistance efforts into three categories: priority targets; state and local assistance; and regional narcotics threats.
- o Direct 80% of Federal narcotics prosecution resources and virtually 100% of Organized Crime Drug Enforcement Task Force (OCDETF) resources against priority targets beginning in FY89.
- o Create a high-level targeting group to maintain the focus of Federal investigative and prosecution efforts on multi-national traffickers and other priority targets.
- o Support state and local anti-drug efforts through equitable sharing and adoptive forfeiture funds.
- o Improve state and local training programs.
- o Draft model legislation on money laundering, RICO, electronic surveillance, asset forfeiture, enhanced penalties and grand jury powers.

- o Curtail the demand for drugs through the selective prosecution of users consistent with our zero tolerance policy.
- o Utilize federal cross-designation, technical and laboratory facilities, and non-English language capability to improve effectiveness of Federal, state and local prosecutions.
- o Prosecute selected local and state narcotics threats to maintain public confidence and avoid perception of gaps in narcotics enforcement.

Mr. Chairman, that concludes my formal statement. I will now turn our presentation over to Undersecretary Newman for a review of the "demand-side" strategy implementation plans.

Congressman Benjamin A. Gilman
House Select Committee on Narcotics Abuse and Control
Hearing on National Drug Strategy
4-14-88

FOR A LONG TIME NOW MANY OF US ON THIS COMMITTEE HAVE BEEN SPEAKING OUT ON THE NEED FOR A COMPREHENSIVE LONG-TERM ANTI-NARCOTICS STRATEGY. THE ADMINISTRATION'S NATIONAL DRUG POLICY BOARD HAS COME FORWARD WITH DRAFT STRATEGY REPORTS AND I LOOK FORWARD TO DISCUSSING THEM WITH TODAY'S WITNESSES.

TRAGICALLY, WE HAVE FOUND THAT AMERICA'S DRUG PROBLEM HAS CONTINUED TO WORSEN. IT IS ESTIMATED THAT 30 MILLION AMERICANS ARE OCCASIONAL USERS OF COCAINE, WITH OVER A MILLION ADDICTED TO IT AND IN NEED OF TREATMENT. THERE ARE 600,000 HEROIN ADDICTS AND MANY MORE WHO HAVE ABUSED OTHER DRUGS.

SOME ARGUE THAT DRUG-ABUSE IS SOMETHING WE JUST HAVE TO LIVE WITH, THAT IT IS AN INEVITABLE PART OF LIFE IN THESE MODERN TIMES. SOME EVEN SUGGEST THAT WE SHOULD NOT EVEN MAKE THE EFFORT TO COMBAT THIS MENACE, THAT OUR ONLY OPTION IS TO SURRENDER IN THE WAR AGAINST DRUGS. BUT THIS IS AN OPTION THE AMERICAN PEOPLE WILL NEVER ACCEPT. SURRENDERING WILL ONLY INCREASE THE HUMAN SUFFERING AND DEATH CAUSED DIRECTLY BY ILLICIT NARCOTICS.

YES, WE ARE FRUSTRATED AT THE BREATH AND THE DEPTH OF THE CRISIS CAUSED BY ILLICIT NARCOTICS. WE HAVE NOT BEEN ABLE, IN THE LAST FEW YEARS, TO MAKE THE KIND OF PROGRESS WHICH WE HAD HOPED FOR.

NONETHELESS, THERE ARE SIGNS OF HOPE FOR THE FUTURE. ONE CRUCIAL AREA WHERE THERE HAS BEEN MEANINGFUL IMPROVEMENT IS IN THE PUBLIC'S AWARENESS AND UNDERSTANDING OF THE DANGERS POSED BY ILLICIT DRUGS USE.

THE COST OF DRUGS HAS BECOME PAINFULLY APPARENT TO ALL AMERICANS. THERE IS NO PART OF OUR LAND WHICH IS FREE OF THIS CURSE. ILLEGAL NARCOTICS ARE IN OUR CITIES AND SUBURBS, IN OUR SCHOOLS AND IN OUR STREETS. THE PRICE OF DRUGS IN MANY PLACES IS GOING DOWN AS THEIR AVAILABILITY INCREASES. IN SOME PLACES KIDS CAN BUY CRACK FOR NOT MUCH MORE THAN IT COSTS TO BUY A TICKET TO A MOVIE.

INTERNATIONALLY, THE PICTURE IS ALSO BLEAK. THE POWER, GREED AND RUTHLESSNESS OF THE DRUG CARTELS CONTINUES TO GROW. THE DRUG TRAFFICKERS WILL STOP AT NOTHING TO KEEP THEIR DIRTY BUSINESS RUNNING SMOOTHLY. THEY WILL THREATEN, THEY WILL BRIBE OR THEY WILL KILL WHOMEVER STANDS IN THEIR WAY. THEIR ONLY PURPOSE IS TO EXPORT THEIR POISON FOR PROFIT. THEIR CORRUPTING INFLUENCE IS UNDERMINING LATIN AMERICAN GOVERNMENTS AS THEIR DRUGS ARE KILLING OUR CHILDREN.

NATIONS AROUND THE WORLD, INCLUDING OUR OWN, ARE REELING UNDER THE DEBILITATING EFFECTS OF NARCOTICS TRAFFICKING AND DRUG ABUSE. THE PROFITS FROM NARCO-TRAFFICKING ARE SO VAST, ITS

CORRUPTIVE INFLUENCE SO DEEP THAT OUR CITIES AND TOWNS ARE HEMORRHAGING FROM THE DRUG-RELATED GANG VIOLENCE ON OUR STREETS. IF WE DO NOT CHECK DRUG TRAFFICKING AND DRUG ABUSE THE VERY FOUNDATION OF OUR SOCIETY WILL BE THREATENED.

AT THIS JUNCTURE IN AMERICAN HISTORY I SEE NO GREATER NATIONAL SECURITY THREAT TO THE UNITED STATES THAN NARCOTICS. IT IS TIME, PAST TIME ACTUALLY, THAT THIS COUNTRY FORMULATED AND ENACTED AN EFFECTIVE NATIONAL STRATEGY TO COMBAT DRUGS.

I LOOK FORWARD TO HEARING THE DETAILS OF THE ADMINISTRATION'S PLAN. I HOPE THAT THEY WILL BE CANDID WITH US IN THEIR ASSESSMENT OF OUR NATION'S EFFORTS TO COMBAT NARCOTICS TRAFFICKING AND DRUG ABUSE. I AM ESPECIALLY CONCERNED ABOUT THE KIND OF SUPPORT STATE AND LOCAL OFFICIALS ARE RECEIVING IN THEIR ANTI-DRUG EFFORTS. I ALSO HAVE SOME QUESTIONS ON THE EXTENT OF THE SUPPORT WE ARE SENDING TO OUR FRIENDS IN LATIN AMERICA. I HOPE TO DISCUSS THESE AND OTHER ISSUES WITH TODAY'S WITNESSES.

THANK YOU, MR. CHAIRMAN.

Testimony of Don Newman
Undersecretary, Department of Health and Human Services
before the
House Select Committee on Narcotics Abuse and Control
April 14, 1988

MR. CHAIRMAN, I am pleased to appear before you today on behalf of Dr. Otis Bowen, Secretary of Health and Human Services and Vice Chairman of the National Drug Policy Board (NDPB), to discuss our efforts to reduce the demand for drugs in our country. I have with me representatives of the four Lead Agency Committees under the Drug Abuse Prevention and Health Coordinating Group who will be available for technical questions. They are: Dick Hays, Department of Education; Steven Grossman, Department of Health and Human Services (DHHS); Verne Speirs, Department of Justice; and Dr. Charles Schuster, National Institute on Drug Abuse, DHHS.

The President's strategy encourages dedicated and creative programs tailored to fit individual community needs in combination with national incentives to raise awareness of illegal drug use. If we are to be successful in curbing their use, drugs must be both illegal and unpopular. Thus, demand reduction serves to make drug use socially unacceptable while law enforcement diminishes the availability of illegal drugs.

There must be effective responses across the range of users and potential users to include high risk youth, the prevention education field, the treatment area, and workplace. As I lay out the

strategies, it is critical to recognize that we are talking beyond a Federal government strategy, and addressing the national aspect of our work. Demand reduction involves (1) motivating non-users never to use drugs, and (2) creating incentives for current users to stop drug use. Demand reduction requires the commitment of all people, not just people in the Federal government. Health professionals, behavioral experts, government, business and community leaders, parents and youth, all have a role in fostering an attitude of zero tolerance toward illegal drug use, including non-use of alcohol and tobacco products by underage youth — the "user focus".

As a society we have enabled illegal drug use to occur by refusing to hold drug users responsible for their actions. In essence, this passive acquiescence, or refusal to act, has harmed the non-using population in terms of drug-related crime and the ever growing threat to public safety and security. Refusal to act also harms the drug-using population, allowing unchecked indulgence in socially destructive behavior.

In an effort to change this destructive behavior, we are exploring options for imposing sanctions on users and providing incentives for addicts' to remain drug-free. There must be a response to the range of users and potential users to include youth at high risk, children in elementary school, abusers in need of treatment, and adults in the workplace. Because of the widespread and varying nature of the drug problem, a flexible and comprehensive program must be

established. The anti-drunk driving movement offers many helpful examples.

Much of this effort to focus accountability on the user must be undertaken at the state level. The Federal role is primarily one of leadership, serving as a catalyst to heighten awareness of the need for user accountability, as well as raising the discussion of user focus to the highest levels. The Federal Government is exploring ways to foster cooperation between the state and local governments. The Federal Government also offers technical assistance, research, and model programs and legislation.

Mr. Keating, Chairman of the Enforcement Coordinating Group, has outlined the chronology of events surrounding the development and NDPB review of the nine strategies and implementation plans. Within the framework of the NDPB, Dr. Donald Ian Macdonald chairs the Drug Abuse Prevention and Health Coordinating Group, which is the "umbrella" for the four demand side Lead Agency Committees.

I will summarize the four demand side Lead Agency Committee strategies beginning with the area of Prevention Education.

PREVENTION EDUCATION

The Department of Education is the Lead Agency for the Prevention Education Committee. Its purpose is to develop and assist in supporting those programs designed to prevent drug and alcohol use among

youth. In the past, prevention programs have focused on the individual, attempting to remedy perceived deficiencies of knowledge, coping skills, or behavior. We now believe that those programs focusing on only one or two factors that influence drug and alcohol use are less likely to succeed, and that comprehensive prevention efforts are more likely to hold the key for successfully preventing drug abuse among youth.

The Prevention Education Committee has identified three major strategies that focus on those individuals who most influence children's lives: parents, community members, school officials, teachers and peers. In addition to providing strong national leadership to increase awareness about the dangers of drug abuse, this national strategy seeks to accomplish the following:

- (1) Support the collection of up-to-date information about trends in drug abuse, programs that work, and the latest research findings.

To date, over 200 schools have been nominated for recognition as having noteworthy prevention programs. In addition, funding for research on drug use and prevention is ongoing. Another extremely important source of information is national surveys, such as the High School Senior Survey sponsored by the National Institute on Drug Abuse (NIDA) that seeks to uncover the causes, consequences, and patterns associated with drug use among high school seniors. Additionally, the Department of Education is developing a guide to help schools and district staff select and implement substance abuse curricula in elementary and secondary schools.

- (2) Provide information to parents, individuals in the community, school administrators, teachers and youth to promote effective prevention efforts and to increase knowledge about drug and alcohol use. In addition to sponsoring numerous media campaigns targeted at getting our anti-drug message to the public, the National Clearinghouse for Alcohol and Drug Information has been established within HHS's Office for Substance Abuse Prevention (OSAP). The Clearinghouse provides reference and referral services, films and videotapes, and reviews, prepares and distributes publications. The Clearinghouse is also implementing a Regional Alcohol and Drug Awareness (RADAR) Network to form satellite dissemination centers in the states.

Several Federal agencies are involved in disseminating information to those most involved in planning and implementing programs on the local level. Regular newsletters and publications from agencies such as OSAP, the Department of Education (ED) and NIDA help to make this information readily available to the public. To date, over 1.8 million copies of the ED handbook, Schools Without Drugs, have been distributed.

- (3) Make assistance available to parents, communities, schools and youth as they work to implement comprehensive prevention programs. This assistance can take the form of sponsoring conferences and training workshops, as well as financial assistance, such as ACTION's community-based volunteer grants and the state funds provided to each Governor for developing and

implementing community-based programs. The Department of Education funds five Regional Centers for Drug Free Schools and Communities. These centers train school personnel and state educators and provide information on effective drug abuse prevention programs.

MAINSTREAM ADULTS

The Public Health Service of the Department of Health and Human Services is the Lead Agency for the Committee on Mainstream Adults since it is in an integral position to affect the health consequences associated with illicit drug use. The Committee is responsible for coordinating and implementing programs targeted at the 180 million adults in this country. We believe that fostering a sense of responsibility to deter drug use among non-users, as well as users, is critical to our overall demand reduction effort. The key message of the Mainstream Adults' strategy is "drug use affects you whether you are a user or not." The strategy seeks to involve mainstream adult Americans who -- by virtue of family ties, friendship, or other relationships -- can help deter drug use in the workplace, the home and communities. It also seeks to hold users of illicit drugs culpable for their actions -- the notion of focusing on the user in the workplace and community. The Committee has two major goals, each supported by individual strategies. The first goal is to:

o Promote national responsibility and involvement. Five strategies support this goal:

- (1) Individual responsibility and involvement.
- (2) Targeting individuals in non-workplace settings.
- (3) Eliciting community leaders as role models.
- (4) Eliciting professionals as role models.
- (5) Research.

The implementation plans seek primarily to engender individual responsibility among users and non-users. Other programs are designed to target specific community-based populations, such as the elderly, homemakers, and others who may believe that they are isolated from the problem of drug abuse.

The Committee believes that all Americans are directly or indirectly affected by the health, social and economic consequences associated with illicit drug use. We seek to involve community leaders from civic, business, social, charitable and religious organizations to serve as role models. In support of this aspect of the implementation plan, the Committee has recommended the institution of a National Drug-Free America week during October of 1988. Along these same lines, the Committee is working to enlist the help of health and other social service professionals to act as role models. Finally, the committee is supporting the funding of research programs and model programs which encourage the involvement of mainstream adults in anti-drug efforts.

o The second goal is to promote a drug-free work force. Three strategies support this effort:

- (1) the development and implementation of worksite role models;
- (2) the development and implementation of effective Employee Assistance Programs; and
- (3) drug testing.

First, the Committee is working to involve both employers and employees as role models. By educating employers on the negative effects of drug use on workplace safety and productivity, and by giving the message that drug use is unacceptable to fellow workers, workplace colleagues and managers can take a strong, affirmative stand emphasizing leadership and self-respect.

The second strategy is designed to support Employee Assistance Programs and treatment. This can be accomplished through providing training and technical assistance which emphasize the basic utility of counseling and treatment. On April 19, the Office of Personnel Management will hold a one day conference on "Beyond Drug Testing: the Mission to Help." The conference is designed to emphasize the critical role Employee Assistance Programs (EAP) play in helping employees overcome substance abuse and achieve a drug-free workplace.

Finally, on the basis of our first two strategies, prevention education and Employee Assistance Programs, the Committee monitors and supports the implementation of Executive Order 12564 which mandates Federal work site drug testing.

HIGH RISK YOUTH

The Office of Juvenile Justice and Delinquency Prevention within the Department of Justice is the Lead Agency for developing, coordinating, and implementing all federal programs in this area and chairs the High Risk Youth Committee. The High Risk Youth strategy focuses on the nature, extent and solutions to the problem of illegal drug use among multiple problem children who have a proportionately greater propensity than the norm to use drugs. As identified in the 1986 Anti Drug Abuse Act, high risk youth include children who are economically disadvantaged, children of substance abusing parents, victims of abuse, pregnant teenagers, school dropouts, and youth who have already entered the criminal justice system through the commission of a violent or delinquent act.

We do not know for certain the exact size of the high risk population. We do know that these youth, who are among our Nation's most troubled young people, accounts for a grossly disproportionate share of drug abuse and related criminal activity. For high risk youth, prevention alone is not enough. Comprehensive prevention, intervention and treatment strategies must be implemented.

Four separate strategies are combined in the plan to address drug use among this group of which I will provide a brief overview:

- (1) Promote a strong message that high risk youth who use drugs are accountable for their behavior. In FY 87, there were 10 Federal initiatives designed to reinforce the aspect of individual responsibility among high risk youth. Additionally, states and local communities have recognized the importance of individual accountability — all states except Wyoming have passed statutes establishing 21 as the minimum drinking age, and as of last August, 13 states and the District of Columbia had passed statutes providing for at least 90 days mandatory suspension of driver's licenses for traffic violations involving drugs or alcohol.
- (2) Strengthen high risk families and promote their responsibility for preventing and intervening in illegal drug use by their children. For FY 87 the Office for Substance Prevention (OSAP) funded 45 programs that place a high or very high emphasis on family involvement. Examples of Federal initiatives which target high risk families for special attention include: OJJDP's program to identify effective parenting strategies for these families, OSAP's program to identify effective materials, and other ongoing Federal research programs targeted at drug use among minorities and other high risk factor families.

- (3) Encourage communities to develop comprehensive responses to the high risk youth drug problem. This aspect of the strategy supports efforts to develop coordinated community-wide programs addressing all aspects of existing high risk youth problems through mobilizing volunteers, religious leaders, social and civic organizations, and the private sector. For example, OJJDP is supporting Ohio's development of a statewide model for community development and coordination of comprehensive programs. OSAP is developing a National Youth Coalition that will have representatives from most major youth serving organizations. Regionalized state and local training will soon be launched to help other sites implement the Ohio model.

OJJDP and the Bureau of Justice Assistance are also working through the Congress of National Black Churches to implement community-wide team approaches for coordinating supply and demand reduction efforts. In September 1987 OSAP gave grant awards for 131 one- to three-year demonstration projects for innovative community-based programs designed to advance the state-of-the-art in substance abuse prevention with high risk youths and their families. Many other programs are in place or are being planned to bring various community agencies and organizations together in order to strengthen overall efforts. The Department of Housing and Urban Development's (HUD) held five regional conferences on drug-free public housing and has implemented other initiatives that target public housing sites for services.

- (4) Enhance the national leadership role of the Federal Government by working as a catalyst to encourage further development of comprehensive State and local responses to illegal drug use among high risk youth. By developing and testing promising approaches, conducting research and disseminating results on such issues as drug abuse problems among minority youth, providing training for professionals at all levels in the juvenile justice system and supporting technical assistance for states and localities, the federal government is fulfilling its obligation to send out a clear message of zero tolerance for involvement with drugs. Specific activities already in the planning stages include compiling a national information package containing state-of-the-art information about high risk youth; developing a training initiative for Law Enforcement Coordinating Committees and the Drug Enforcement Administration's (DEA) demand reduction agents; and the continued monitoring and coordination of Federal high risk youth programs by the Coordinating Council on .

TREATMENT

The National Institute on Drug Abuse (NIDA) of the Department of Health and Human Services is the Lead Agency for Federal treatment efforts. Treatment is the critical element to reach those severely dependent alcohol and other drug abusers who have not been dealt with successfully by our other demand reduction efforts. Effective treatment can significantly reduce the impact of these severe cases on society and can substantially reduce the market for illegal drugs.

Further, active drug users subvert our prevention efforts as both role models and purveyors of illicit drugs. It must be recognized, however, that much needs to be learned to make treatment maximally effective. For this reason, it is vital that we learn better to match treatment to clients, and that new and more effective therapeutic treatment modalities be researched and developed. To support our goals in this area, the Treatment committee has recommended four strategies.

- (1) Undertake research to improve the quality and efficacy of treatment and find new treatments for those who are currently unresponsive.
- (2) Conduct an aggressive program to identify alcohol and other drug abusers and engage them in treatment. This would consist of activities such as street and court outreach programs, programs which identify drug abusers among arrestees and use of sanctions available in probation departments to encourage drug abusers to enter and stay in treatment.
- (3) Ensure the ready availability of treatment. The Alcohol and Drug Abuse Treatment and Rehabilitation Block Grant is an example of one Federal initiative set up specifically for states to use to support treatment. In addition, we assist state and local government, as well as private efforts, through Medicare and Medicaid reimbursement.

- (4) Stimulate private sector involvement in supporting the Nation's treatment network. Examples of this effort include encouraging private insurance companies, HMOs, and other third party payers to provide treatment coverage. Information programs are also recommended which are directed at enlisting employer support in expanding private insurance coverage, and which help to overcome the administrative, financial, and attitudinal barriers to providing quality treatment to drug abusers.

CONCLUSION

The overarching objective of the demand side is to stimulate national action to reduce the demand for illegal drugs. We expect that a reduction in the demand for illicit drugs will contribute to a reduction in supply.

Through our efforts in the areas of prevention/education, mainstream adults, high-risk youth and treatment, the demand side is working to mobilize Americans--at the Federal, state, and local level--to combat drug use. The Coordinating Group views non-users in the workplace, the home, and within communities as essential resources in the fight against illegal drugs.

The Lead Agency Committees comprising the demand side are gratified to see the actions of parent groups, the voluntary sector,

schools and universities, and state and local leaders that help get all Americans moving against illicit drugs. As was evident from the recent White House Conference for a Drug Free America, the exchange of information, the development of knowledge about drug abuse, the fostering of helping, involved and zero tolerance attitudes toward drug abuse, and the stimulation of personal behavior that combats drug abuse are the cornerstone of successfully and nationally reducing the demand for drugs.

Mr. Chairman, that concludes my summary of the National Drug Policy Board's implementation plans developed by the demand side Lead Agency Committees. I and my colleagues will be happy to answer any questions you might have.



DON M. NEWMAN

Under Secretary of Health and Human Services

Don M. Newman first joined the Department of Health and Human Services in December 1985. He has served as under secretary of health and human services since May 1986.

As under secretary Newman assists the Secretary in policy planning as well as carrying out overall general responsibilities for the department. He chairs the Secretary's Task Force on Medical Malpractice and Liability, and the Department's Policy Council. His responsibilities also include coordinating HHS regional activities and federal-state relations.

Before joining HHS, Newman was director of the Indiana Washington office for 13 years. Previously, he owned and operated Newman's Pharmacy in Mishawaka, Ind., and the Jefferson Medical Arts Pharmacy, South Bend, Ind. In addition to being a pharmacist, Newman is also an attorney. In 1984, he was national chairman of Pharmacists for Reagan/Bush.

Newman has served as chairman of the National Governors Association's Staff Advisory Council of the Transportation, Commerce and Communications Committee. As an expert in state-federal relationships, he has counselled California, Michigan, Mississippi, New Mexico, Texas, West Virginia and American Samoa in establishing state offices in Washington, D.C.

Newman received his bachelor of science, pharmacy, from Purdue University, 1947; a master's degree in business administration, Indiana University, 1972; and his law degree from Georgetown University, 1979.

Newman was a B-17 bomber pilot instructor during World War II.

Newman was the 1986 recipient of the American Pharmaceutical Association's Hubert Humphrey Award, and the 1987 recipient of the National Association of Retail Druggists' Dargavel Medal. In 1986 he received honorary degrees from Purdue University and Long Island University.

He is a member of the Washington, D.C., Indiana, and U.S. Supreme Court Bar Associations, and belongs to the Indiana Pharmaceutical Association, the American Pharmaceutical Association, and the National Association of Retail Druggists.

Active in community life, he is a past president of the Mishawaka Airport Authority; the Penn, Harris and Madison School Board; Mishawaka Toastmasters; and the St. Joseph County Pharmaceutical Association. He is a former board member of the American Red Cross; Meals on Wheels; United Way; and the Mishawaka Chamber of Commerce.

Newman is a widower and has two children. He resides in Washington, D.C.

March 1988

APRIL 14, 1988
STATEMENT OF
REP. CARDISS COLLINS
ON NATIONAL DRUG STRATEGY
BEFORE THE SELECT COMMITTEE
ON NARCOTICS

Mr. Chairman. How many American lives must be lost before we recognize a national emergency? How many of our youth must become slow and badly adjusted before we realize that our nation's future may also become slow and badly adjusted?

How much crime and other social distress must we witness before we address one of the main sources of the problem?

DRUGS are at the core of many of America's greatest problems. We're not talking about something that can be done for fun and then walked away from. Instead, we're dealing with a major problem that contributes to deterioration of American minds, institutions, and hopes. We don't even know the full consequences that can result from drug usage. There remain serious questions

about how drugs can effect fertility and the health of babies, even in cases where the parents have not partaken of drugs for many years.

With a problem that is so extreme as this, one might think that the American government would be leading the way in fighting this evil. But instead, the Administration has done little. And even when the Administration has done something, it still has been talking out of both sides of its mouth. Nancy Reagan tells us to "Say No" to drugs. To begin with, the problem is much more deep-rooted than to be solved by a word. Drug use has

become institutionalized in numerous sectors of our society. An institution can not be shattered with mere lip service.

But even worse, at the same time that the Administration has publicly been saying "No", its actions have involved the United States government itself in drug trafficking!!! After considerable testimony at Congressional hearings, many allegations from private individuals and public officials, and a stockpile of hard evidence, it has become clear that that the Administration has

supported and even participated in drug trafficking efforts. The Reagan Administration has for years been acting, "Above The Law", as one popular film title observed. To begin with, the Administration ignored the drug trafficking activities of the Panamanian officials, preferring instead to fully support them and not objecting to their involvement. In certain other instances with South American and Asian nations, the Administration has been silent on drug-running activities that it knew about in favor of courting

the government that was actively involved. And perhaps most flagrantly of all, it has become apparent that many a plane which delivered arms and other supplies to the Nicaraguan Contras — returned home filled with cargoes of drugs. These were US government planes with US government crews! Needless to say, these type of operations are absolutely intolerable and illegal.

Once again, Mr. Chairman, I am very pleased that you have called this hearing today. The time is overdue to straighten out the US policy and strategy toward drug abuse. Let's get the US government back on the right track.

SUBMISSIONS FOR THE RECORD

OPENING STATEMENT OF
HONORABLE WALTER E. FAUNTROY (D., D.C.)

FOR THE

HEARING

APRIL 14, 1988

10:00 AM

NATIONAL DRUG POLICY BOARD
NATIONAL DRUG STRATEGY

I WANT TO WELCOME YOU TO THIS COMPREHENSIVE HEARING THIS MORNING THAT WILL EXAMINE THE NATIONAL DRUG STRATEGY AS PROPOSED BY THE NATIONAL DRUG POLICY BOARD.

IN THIS LAST DECADE, GREAT STRIDES HAVE BEEN MADE BY OUR FEDERAL, STATE, AND LOCAL GOVERNMENTS TO CURTAIL AND ELIMINATE "SUPPLY". I NEED NOT REPEAT FOR THIS INFORMED GROUP THE MANY DETERMINED DEVICES THAT HAVE BEEN CREATED AND IMPLEMENTED. I AM PROUD OF THE VIGOROUS, ARTICULATE, AND CRITICAL EFFORTS THAT THE FEDERAL GOVERNMENT HAS EXHIBITED. THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL, UNDER THE GIFTED CHAIRMANSHIP OF CONGRESSMAN CHARLES RANGEL, HAS BEEN IN THE FOREFRONT OF THIS MIGHTY STRUGGLE -- "A WAR ON DRUGS".

BUT, AS WE ALL KNOW, THE INSIDIOUS TENTACLES OF PSYCHOTROPIC CHEMICAL USE HAS STEADILY INCREASED IN ITS MASSIVE HOLD UPON THE LIVES AND CULTURAL PRACTICES OF OUR COUNTRY. AN EVER GROWING NUMBER OF "USERS" (RECREATION DRUGS, AS THEY ARE CALLED) AND THE INEVITABLE PROGRESSION FROM USER TO ADDICT ABUSER HAS REACHED EPIDEMIC PROPORTIONS.

THIS MORNING I COMMEND THE REPORT OF THE NATIONAL DRUG STRATEGY AS COMPREHENSIVE AND IN GOOD CONSCIENCE. THE SELECT COMMITTEE MEMBERS WILL EXAMINE IN DETAIL THE VARIOUS COMPONENTS AND PROVIDE FEEDBACK, SUGGESTED IMPROVEMENTS, AND CRITICISM.

AT LEAST TWO REFERENCES CITE "NATIONAL SURVEYS" BUT THE REFERENCES SEEM BURIED IN THE LONG LIST OF NEEDS AND RECOMMENDATIONS.

RECENTLY WHEN I BEGAN TO WORK FROM PRESENT AVAILABLE NATIONAL SURVEYS OF "USERS" AND "ADDICT ABUSERS", I FOUND INCOMPLETE, OUT-DATED AND UNORGANIZED DATA. EVEN THESE FRAGMENTED SURVEYS SHOWED THAT EVERY SEGMENT OF OUR SOCIETY REFLECTS A CATASTROPHIC CRISIS IN NARCOTIC ADDICTION, WITH LITTLE OR NO TREATMENT MODALITIES AND FACILITIES AVAILABLE TO HELP THIS GROWING BODY OF ILL PEOPLE.

THROUGHOUT THE HISTORY OF OUR COUNTRY, IT HAS ALWAYS BEEN THE MORAL AND LEADERSHIP RESPONSIBILITY OF THE FEDERAL GOVERNMENT TO USE ITS VAST RESOURCES IN TIMES OF REAL NATIONAL CRISIS TO SOLVE THE PROBLEM. WE HAVE THAT KIND OF NEED AND PROBLEM NOW. I URGE GREATER FEDERAL GOVERNMENT INVOLVEMENT IN PROVIDING NATIONAL DATA, RESEARCH, AND FUNDING FOR TREATMENT AND PREVENTION. I URGENTLY INSIST THAT THE USE OF THE FEDERAL GOVERNMENT AS ONLY "CATALYST" IS TO NOT ASSUME OUR FULL SHARE OF THE NATIONAL RESPONSIBILITY TO SOLVE THIS TERRIBLE PROBLEM.

LET ME CONTINUE WITH MY EXAMPLE OF THE NEED FOR NATIONAL SURVEYS TO PROVIDE THE KIND OF DATA WE NEED TO SUPPORT THE FUNDINGS ON THE CONGRESSIONAL LEVEL FOR DRUG TREATMENT AND PREVENTION. I ASKED THE NATIONAL INSTITUTE OF DRUGS RECENTLY FOR ANY ESTIMATE THEIR SURVEYS MIGHT PROVIDE ON THE NATIONAL USER POPULATION. THEIR LAST SURVEY, A HOUSEHOLD COUNT OF ANYONE WHO HAD USED NARCOTICS AT LEAST ONCE IN THE LAST MONTH, TOTALED OVER 23 MILLION PEOPLE. THIS SURVEY WAS LAST TAKEN IN 1985. A SIMILAR SURVEY OF USERS IS NOW BEING CONDUCTED FOR RELEASE IN 1988. OTHER TYPES OF SURVEYS ARE CRITICALLY NEEDED. AS LIMITED AS THIS SAMPLING MIGHT SEEM, 23 MILLION PEOPLE OUT OF 270 MILLION IS A SOBERING FIGURE. AND THAT IS AN OUT-OF-DATE FIGURE. FROM MOST OF THE PRESENT AVAILABLE INDICATORS, THAT FIGURE OF POSSIBLE USERS CAN BE TRIPLED IN COUNT. OUR EMERGENCY ROOM CASES ARE ONE EXAMPLE OF INCREASE. THE DISTRICT OF COLUMBIA PRETRIAL SERVICES AGENCY RELEASES A MONTHLY REPORT OF DRUG TESTING OF ADULT ARRESTEES. THE NUMBER OF ARRESTEES TESTING POSITIVE FOR ONE OR MORE DRUGS HAS INCREASED TO A CURRENT 76% OF THOSE ARRESTED.

MY CONSTITUENT MAIL TOO OFTEN SHOWS A LACK OF AWARENESS OF THE ENORMITY OF OUR NATIONAL DRUG ADDICTION PROBLEM - THAT WE ARE ACTUALLY LOSING A GENERATION OF YOUNG PEOPLE TO A LIFETIME STRUGGLE WITH ADDICTION--EVEN WHEN WE HAVE PROVIDED TREATMENT.

THE NATIONAL SURVEY DATA, WITH ITS HARSH FIGURES, SHOULD HELP TO MOBILIZE MORE CITIZEN AND COMMUNITY SUPPORT FOR THE WAR ON DRUGS IN ALL THE AREAS OUTLINED IN THE NATIONAL DRUG STRATEGY. THESE FIGURES WILL ALSO PROVIDE THE FEDERAL GOVERNMENT WITH THE DATA WE NEED TO ASSESS TREATMENT AND PREVENTION SUPPORT THROUGH FUNDING.

I URGE, THIS MORNING, MORE EMPHASIS ON COMPREHENSIVE SURVEYS OF THE USER POPULATIONS BY NATION-WIDE FIGURES, STATE AND LOCAL JURISDICTION COUNTS, BY SOCIAL AND ECONOMIC SECTORS AND BY AGE GROUPS. WE NEED THIS DATA CONSTANTLY UP-DATED.

AT THE PRESENT TIME, THE CRISIS IN INCREASING DEMAND IS DWARFING OUR EFFORTS IN THE ELIMINATION OF THE SUPPLY.

WE MUST FACE THE RESPONSIBILITY OF ADDRESSING REDUCTION OF DEMAND THROUGH PROVIDING EFFECTIVE TREATMENT MODALITIES FOR ALL WHO NEED TREATMENT--IMMEDIATELY.

THANK YOU FOR YOUR PARTICIPATION IN OUR HEARING THIS MORNING.

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